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OFFICE OF STRATEGIC SERVICES

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DEPARTMENT OF STATE
INTELLIGENCE REFERENCE DIVISION
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ROADS AND MOTOR TRANSPORT IN AUSTRIA

R&A No. 2175

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19 June 1944

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SUMMARY

Administration of Austrian highways was divided between Federal and "autonomous" (provincial and local) authorities. The provincial systems were not uniform, and many compromises and specific solutions were embodied in the administration as a whole. The administration was conscious of the importance of roads as weapons of national policy, and improved communications between the eastern and western parts of the country, as well as military connections to Italy.

Road construction was an important part of the Austrian Government's work-relief schemes. Nevertheless, the road system was inadequate, both for internal communication and for attracting foreign tourists.

The Nazis centralized road administration, and improved the highways before road maintenance was halted as a war measure. Changes in administration effected by the Germans will make full restoration of the old system difficult.

Austrian construction facilities and resources of building materials are adequate, except for asphalt, which must be imported. Road labor is usually unskilled because use of machines was discouraged in order to spread employment. The total number of men employed on all the roads was about 25,000.

The administration of the Austrian motor vehicle affairs

was inadequate for modern road transportation. Trucking laws were primitive and discriminated in favor of the railroads.

The Nazis introduced German traffic laws in Austria and centralised the motor vehicle administration. The "drive right" rule was universally applied, restrictions on the size and weight of vehicles were abolished, and bus travel was encouraged by the establishment of new rates. New busses were introduced and bus lines were extended across the former Austrian frontier.

I. ROADS

A. Administration before the Anschluss.

1. Classification. Road administration in Austria was shared by the Federal, provincial, and local governments. Federal highways (Bundesstrassen) were built and maintained by the Federal Government (~~Map 5~~ OSS Map No 3987). All roads other than Federal highways were termed autonomous or "non-Treasury" roads (autonome, or nichtärarische. The latter is a term dating from the Middle Ages and does not refer to actual means of financing).

Cooperative roads (Konkurrenzstrassen) were a peculiarly Austrian institution. These were administered by two or more road authorities -- Federal, provincial, or local -- in combination with each other or with transport organizations such as the railroads. 1/ Such a combination, called a Konkurrenz, was a legal entity or public authority set up for the construction and maintenance of a specific road or group of roads. The Konkurrenz was not always an operating authority, but was often simply the legal embodiment of a financial arrangement. Participating organizations contributed to the expenses

---

1/ Konkurrenzen including railroads were formed for a special type of road, the railway access road (Eisenbahnzufahrtsstrasse). These connected railroad stations with the nearest village or public highway. The railroads were required to contribute about 30 percent of the cost of such roads.

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of the Konkurrenz according to an agreed formula. The highest administrative authority in the combination was usually given its leadership.

2. Federal Administration

a. Road Policy. The construction of lines of communication has always been influenced by higher policy considerations in Austria. The Hapsburg Empire established the tradition of adopting a transport policy to achieve state ends, particularly with respect to minorities. After 1931 (when the projected Customs Union with Germany was prevented), highway policy was clearly conditioned by the international policy of the government: (1) reaffirmation of Austrian independence of Germany and (2) rapprochement with Italy as a counterbalance to the Third Reich. The first took the form of concentration of expenditures on east-west highways linking the capital with the remote western regions of the country, and neglect of roads running north-south from the exposed west to Germany. (See Map 1.) The second was represented by the construction of several major Alpine roads of military significance as paths for aid from Italy.

Major highway projects of strategic significance completed since 1930 include:

(1) The Packstrasse, completed in 1936, connecting Graz and Klagenfurt, the capitals of Steiermark (Styria) and Kärnten (Carinthia). This shortened considerably the distance between Italy and Hungary. The only other direct highway or rail route

Due to its large size, the following document has been filmed in segments. The order of the segments is as follows: left to right, top to bottom.

Table 1. CHARACTERISTICS OF AUSTRIAN ROAD ADMINISTRATION BEFORE 1938

	Federal Government	Wien	Niederösterreich	Oberösterreich	Salzburg	Steiermark	Kärnten
Basic law (BGBl:Bundesgesetzblatt) (LGBl:Landesgesetzblatt)	Bundesstrassengesetz vom 1921, 8 July 1921 (BGBl Nr. 367)	No separate road law. Wien city administration has status of a Federal province.	Strassengesetz vom 19 April 1909 (LGBl Nr. 20), amended 19 March 1911 (LGBl Nr. 29) and 23 July 1919 (LGBl Nr. 205).	Landesgesetz vom 10 December 1931 (LGBl Nr. 80) amended 10 December 1952 (LGBl Nr. 33-1953)	Law of 1913.	Gesetz vom 15 Juni 1926 betreffend die Regelung der Strassenverwaltung (LGBl Nr. 90)	Gesetz vom 12 April 1922 zur Änderung des Kärntner Strassengesetzes vom 1890 (LGBl Nr. 65). Has no administrative changes; administration continues to be based on law of 1890.
Federal administration	Federal Ministry for Commerce and Transport, Dept. 3, Federal Highway Administration (Bundesministerium für Handel und Verkehr, Abt. 3, Bundesstrassenverwaltung). Deputy (Referent) for each province	Office for Federal Roads in the communal territory of Wien (Dienststelle für die Bundesstrassen im Gemeindegebiet von Wien)	Federal Highway administration (Bundesstrassenverwaltung), District Construction Offices (Baubezirksleitungen) for Wien-Umgebung Wiener-Neustadt Korneuburg Horn	Federal Construction Service (Bundesbaudienst), Department of Roads (Fachgruppe Strassenbau), District Construction Offices (Baubezirksleitungen) at Gmunden Linz Ried i.I. Wels Steyr	Federal roads administered by provincial Construction Office (Landesbauamt)	Federal Road Administration (Bundesstrassenverwaltung). District Construction Offices (Baubezirksleitungen) at Bruck a.d. Mur Feldbach Graz Judenburg Leibnitz Leoben Liezen Hungarian Federal Highway (Ungarische Bundesstrasse) Some Konkurrenz roads maintained by the Federal administration.	State Deputy for Reconstruction of the Federal Roads in Kärnten (Referent für neuzeitlichen Ausbau der Kärntner Bundesstrassen; Bauleitung). Special construction Office for the Federal Pack Highway (Ausbau der Packer Bundesstrasse: Bauleitung) District Construction Offices (Baubezirksleitungen) at Klagenfurt Villach Spittal a.d. Drau Hermagor Wolfsberg Völkermarkt St. Veit a.d. Glan These are under joint supervision of the Federal and provincial Highway authorities. They administer railroad access roads and some Konkurrenz roads.

From OSS report, RSA No. 2175.

Table 1. CHARACTERISTICS OF AUSTRIAN ROAD ADMINISTRATION BEFORE 1938

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Wien	Niederösterreich	Oberösterreich	Salzburg	Steiermark	Kärnten	Tirol	Vorarlberg	Burgenland
rate road law. by administra- e status of e provinc	Strassengesetz vom 29 April 1909 (LGBl Nr. 20), amended 19 March 1913 (LGBl Nr. 69) and 23 July 1919 (LGBl Nr. 295).	Landesgesetz vom 10 December 1931 (LGBl Nr. 60) amended 16 December 1932 (LGBl Nr. 13-1933)	Law of 1873.	Gesetz vom 25 Juni 1926 betreffend die Regelung der Strassenverwaltung (LGBl Nr. 90)	Gesetz vom 12 April 1922 zur Änderung des Kärntner Strassengesetzes vom 1890 (LGBl Nr. 65). Has no administrative changes; administration continues to be based on Law of 1890.	Gesetz vom 16 Dezember 1925 betreffend die Öffentlichen Strassen und Wege mit Ausnahme der Bundesstrassen (LGBl Nr. 5 von 1926). Novelle von 16 Dezember 1927 (LGBl Nr. 8 von 1928)		Strassenverwaltungsgesetz vom 15 Januar 1926 in der Fassung des Landesgesetzblattes Nr. 41 von 1927 (LGBl 1927 Nr. 43)
or Federal the communal y of Wien stelle für die trassen im gebiet von	Federal Highway administration (Bundesstrassenverwaltung). District Construction Offices (Baubezirksleitungen) for Wien-Umgebung Wiener-Neustadt Korneuburg Horn	Federal Construction Service (Bundesbauleitung). Department of Roads (Fachgruppe Strassenbau). District Construction Offices (Baubezirksleitungen) at Gmunden Linz Ried i.I. Wels Steyr	Federal roads administered by provincial Construction Office (Landesbauamt)	Federal Road Administration (Bundesstrassenverwaltung). District Construction Offices (Baubezirksleitungen) at Bruck a.d. Mur Feldbach Graz Judenburg Leibnitz Leoben Liezen Hungarian Federal Highway (Ungarisches Bundesstrasse) Kom. Konkurrenz roads are maintained by the Federal Administration.	State Deputy for Reconstruction of the Federal Roads in Kärnten (Referent für neuzeitliche Ausbau der Kärntner Bundesstrassen; Bauleitung). Special construction Office for the Federal Pack Highway (Ausbau der Packer Bundesstrasse; Bauleitung) District Construction Offices (Baubezirksleitungen) at Klagenfurt Villach Spittal a.d. Drau Sarnegor Wolfsberg Völkermarkt St. Veit a.d. Glan These are under joint supervision of the federal and provincial highway authorities. They administer railroad passage roads and some Konkurrenz roads.	Federal Road Administration (Bundesstrassenverwaltung) District Construction Offices (Baubezirksleitungen) for Innsbruck - Ost Innsbruk - West Reutte Lienz Some Konkurrenz roads are maintained by the Federal Administration. Provincial Construction Office is absorbed into the Federal Administration.	District Construction Office (Baubezirksleitung) at Feldkirch with branch at Bregenz.	Federal Road administration (Bundesstrassenverwaltung). District Construction Offices at Eisenstadt Mattersburg Neusiedl am See Oberpullendorf Oberwart Güssing Jennersdorf Federal District Offices maintain autonomous roads.

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	Federal Government	Wien	Niederösterreich	Oberösterreich	Salzburg	Steiermark	Kärnten
Autonomous administration (a) Central		Department V (Verwaltungsgruppe V) Section 28. Road construction and maintenance (Abt. 28, Strassenbau und Strassenerhaltung) Section 30. Road cleaning and city vehicles (Abt. 30. Strassenreinigung und Fuhrwerksbetrieb)	Provincial Deputy (Landesreferent) Provincial Office II/3, Technical highway matters and railroads (Technische Strassenangelegenheiten, Eisenbahnwesen) Construction Departments I-VIII (Bauabteilungen I-VIII) each supervising 8-10 District Road Committees Provincial administration maintains agricultural produce roads (Güterwege)	Provincial Deputy (Referent bei der Landesregierung) Provincial Construction Office (Landesbauamt) 10 Circuit Supervisory Districts (Reisebezirke) each supervising 2-3 Road Districts	Provincial Construction Office (Landesbauamt) Dept. V. Reconstruction of Federal Highways (Abt. V. Neuzeitlicher Strassenbau der Bundesstrassen) Intermediate Technical Service (Mittlerer Technischer Dienst)	Provincial Construction Office (Landesbauamt) Dept. II, Road and Bridge Construction (Fachamt II, Strassen- und Brückenbau)	Provincial Deputy (Landesreferent) Referat VII, Road and Bridge (Vorstand der und Brückenbau der Landesbau Road and Bridge Construction Department (Strassen- und bauabteilung)
(b) Mediary			67 District Road Committees (Bezirksstrassenausschüsse) at Allensteig, Amstetten, Aspang, Atzenbrugg, Baden, Bruck a.d.L., Dobersberg, Ebreichsdorf, Eggenburg, Gaming, Geras, Gföhl, Gloggnitz, Gmünd, Gross-Enzersdorf, Gross-Gerungs, Gutenstein, Haag, Hainburg, Hainfeld, Haugsdorf, Herzogenburg, Hollabrunn, Horn, Kirchberg a/d. Piel, Kirchberg a.W. Kirchschlag, Klosterneuburg, Korneuburg, Krems, Laa a.d. Thaya, Langenlois, Liesing, Lilienfeld, Litschau, Mank, Marchegg, Matzen, Mautern, Melk, Mistelbach, Mödling, Neulengbach, Neunkirchen, Ottenschlag, Persenbeug, Pöggstal, Pottenstein, Poysdorf, Pukersdorf, Raabs, Ravelsbach, Retz, St. Peter i.d. Au, St. Pölten, Scheibbs, Schrems, Schwechat, Spitz a.d.D., Stockerau, Tulln, Waidhofen a. Th., Waidhofen a. Ybbs, Weitra, Wiener Neustadt, Wolkersdorf, Ybbs a.d.D., Zisterdorf Zwettl.	25 Road Districts (Strassenbezirke) at Braunau a.I. Ried i.I., Grieskirchen, Wels, Schwanenstadt, Vöcklabrunn, Mondsee, Gmunden, Kirchdorf a.d. Kr., Bad Ischl, Steyr, St. Florian, Urfahr, Zell bei Z., Grein a.d.D., Unterweissenbach, Freistadt, Linz, Zwettl, Neufelden, Rohrbach etc.	Road Managements (Strassenmeistereien) at Salzburg Hallein Lend Mauterndorf Bruck i. Pinzgau Konkurrens road committees (Konkurrenzausschuss)	District Road Committees (Bezirksstrassenausschuss) of District Government (Bezirksvertretung) at Aflenz, Arnfeld, Aussee, Birkfeld, Bruck a.d. Mur, Deutschlandsberg, Ebenwald, Fiesenrg, Fehring, Feldbach, Friedberg, Frondsberg, Fürstenfeld, Gleisdorf, Graz, Grübding, Hartberg, Irdning, Judenburg, Kindberg, Kirchbach, Knittelfeld, Leibnitz, Leoben, Liezen, Mariazell, Mautern, Murau, Murzek, Mürzzuschlag, Neuwerk, Obdach, Oberzöls, Oberzeiring, Pöllau, Radkersburg, Rottenmann, Schladming, Stainz, St. Gallen, Veitsberg, Vorau, Weiz, Wildon. These maintain railroad access roads.	District Construction Offices of Provincial Administration supervised by Road and Bridge Construction Department Provincial Road Construction Konkurrenz Road (Konkurrenzausschuss)

From OSS report, RAA No. 2175.

erreich	Oberösterreich	Salzburg	Steiermark	Kärnten	Tirol	Vorarlberg	Burgenland
(Landesreferent) II/3, Technical and railroads assenangelegenheiten, tments I-VIII (Bau- III) each super- trict Road Committees istration maintains duce roads (Güterwege)	Provincial Deputy (Referent bei der Landesregierung) Provincial Construction Office (Landesbauamt) 10 Circuit Supervisory Districts (Reisebezirke) each supervising 2-3 Road Districts	Provincial Construction Office (Landesbauamt) Dept. V. Reconstruction of Federal Highways (Abt. V. Neuerstellung Strassenbau der Bundesstrassen) Intermediate Technical Service (Mittlerer Technischer Dienst)	Provincial Construction Office (Landesbauamt) Dept. II, Road and Bridge Construction (Fachamt II, Strassen- und Brückenbau)	Provincial Deputy (Landesreferent, Referat VII, Bauwesen) Road and Bridge Committee (Vorstand der Strassen- und Brückenbauabteilung der Landeshauptschaft) Road and Bridge Construction Department (Strassen- und Brückenbauabteilung)	Provincial Deputy (Landesreferent) Building Committee in the Provincial Assembly (Bauausschuss im Landtag) Provincial Construction Office (Landesbauamt), identical with the Federal Road Administration for the Province Deputy for Autonomous Roads (Referent für autonome Strassen) Construction Commission for Autonomous Roads (Baukommission für die Autonome Strassen), concerned with seven specified roads.	Group C, Dept. V, Provincial Construction Office (Gruppe C, Abt. V, Landesbauamt)	Provincial Deputy (Landesreferent) Dept. XII, Provincial Construction Office (Abt. XII, Landesbauamt)
Committees (Bezirks- e) at Allensteig, , Atzenbrugg, Baden, rsberg, Ebreichsdorf, , Geras, Gföhl, , Gross-Enzersdorf, tenstein, Haag, Hainburg, orf, Herzogenburg, , Kirchberg a.d. Piel, irchschlag, Klosterneu- , Krems, Laa a.d. Thaya, ng, Lilienfeld, Litschau, Matzen, Mautern, Melk, ing, Neulengbach, nschlag, Persenbeug, stein, Poysdorf, Pukers- elsbach, Retz, St. Peter ten, Scheibbs, Schrems, a.d.D., Stockerau, a.d. Th., Waidhofen a. ener Neustadt, Wolkers- , Zisterdorf Zwettl.	25 Road Districts (Strassenbezirke) at Braunau a.I. Ried i.I., Grieskirchen, Melk, Schwanenstadt, Vöcklabrunn, Mondsee, Gmunden, Kirchdorf a.d. Kr., Bad Hall, Bad Ischl, Steyr, St. Florian, Urfahr, Zell bei Z., Grein a.d.D., Unterweissenbach, Freistadt, Lins, Zwettl, Neufelden, Rohrbach etc.	Road Managements (Strassenmeistereien) at Salzburg Hallein Lend Mauterndorf Bruck i. Pinzgau Konkurrens road committees (Konkurrenzausschuss)	District Road Committees (Bezirksstrassenausschuss) of District Government (Bezirksvertretung) at Aflenz, Arnfold, Aussee, Birkfeld, Bruck a.d. Mur, Deutschlandsberg, Ebiswald, Eisenerz, Fehring, Feldbach, Friedberg, Frohleiten, Fürstenfeld, Gleisdorf, Graz, Gröbming, Hartberg, Irdning, Judenburg, Kindberg, Kirchbach, Knittelfeld, Leibnitz, Leoben, Liezen, Mariazell, Mautern, Murau, Mureck, Mürzzuschlag, Neumarkt, Obdach, Oberwölz, Oberzeiring, Pöllau, Radkersburg, Rottenmann, Schladming, Stainz, St. Gallen, Veitsberg, Verau, Weiz, Wildon. These maintain railroad access roads.	District Construction Offices of Federal administration are supervised jointly by Road and Bridge Construction Department of province and by Federal government. No other provincial district road committees. Konkurrenz Road Committees (Konkurrenzstrassenausschuss)	47 Konkurrenz Committees (Konkurrenzausschuss) for specified roads. 12 Konkurrenz Committees for specified bridges.	21 Konkurrenz Road Committees (Konkurrenzstrassenausschuss) for specified roads	Advisory Road Council (Strassenbeirat) attached to each District Government (Bezirkshauptmannschaft), formed of representatives of communities and official chambers (Kamaer)

	Federal Government	Wien		Oberösterreich	Salzburg	Steiermark	Kärnten
(c) Community		Identical with province		City Construction Offices (Stadtbauamt) in Linz, Steyr and Gmunden administer streets of those cities. Voluntary or compulsory Road Associations (Strassengemeinschaften) of communities are formed by State purely as financial organizations for contributions levied on communities for maintenance of roads.	1st class communal roads are administered by Community Assembly (Gemeindeausschuss) at the cost of the community. 2nd class communal roads are constructed at the expense of the community with compulsory labor of bordering property owners.	Communal roads (Gemeindewege) are supervised by Mayor and Communal Assembly (Gemeindevertretung) under the direction of the District Government (Bezirksvertretung)	Communal roads administered by Mayors.
Administrative Classification	(Totals for Austria)						
(a) Federal roads (Bundesstrassen)	4,142 kilometers		762	763	372	632	569
(b) Provincial roads (Landesstrassen)	1,466	None	None 90 km. of agricultural produce roads (Güterwege)	70	368	None	671
(c) District roads (Bezirksstrassen)	19,945	None	13,952	2,612	None	3,014	No District R Subventioned their equiva included unde Communal Road
(d) Konkurrens roads (Konkurrenzstrassen)	1,264	None	None	None	215	170 Special Enabling Act required each Konkurrens road. Maintained by province.	74
(e) Communal roads (Gemeindestrassen)	58,806	1,248	10,000	11,480	1,582	19,199	2,361 incl. about 500 km. subventioned
(f) Public interest ways (Öffentliche Interessentenwege)	included above	None	included above	4,500 Called 2nd class communal roads (Gemeindestrassen 2. Kategorie)	included above	Included above	Called Local and tracks (Ortschafts- Einsichtsw included abo
(g) TOTAL	85,923	1,248	24,714	19,425	2,537	23,215	3,675

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	Oberösterreich	Salzburg	Steiermark	Kärnten	Tirol	Vorarlberg	Burgenland
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762	763	372	832	569	669	149	326
None 90 km. of agricultural produce roads (Güterwege)	70	368	None	671	None	None	357
13,952	2,612	None	3,014	No District Roads. Subventioned Roads, their equivalent, included under Communal Roads.	None, Konkurrenz roads equivalent.	None, Konkurrenz roads equivalent.	367
None	None	215	170 Special Enabling Act required each Konkurrenz road. Maintained by provinces.	74	567 Special Enabling acts required for each Konkurrenz road.	238 Special enabling acts required for each Konkurrenz road.	None
10,000	11,480	1,582	19,199	2,361 incl. about 500 km. of subventioned roads.	3,000	2,586	2,850
included above	4,500 Called 2nd class communal roads (Gemeindestrassen 2. Kategorie)	included above	Included above	Called Local ways and tracks (Ortschafts- und Einschichtswege), included above.			
24,734	19,425	2,537	23,215	3,675	4,263	2,973	3,950

	Federal Government	Wien	Niederösterreich	Oberösterreich	Salsburg	Steiermark	Kärnten	Tirol
Legal responsibility of highway administrators for negligence in performance of duty	Yes			Yes		Yes	Yes	
Personnel and equipment	Federal Government did not have much machinery. Provincial branches had 5-10 engineers, assisted by draftsmen and surveyors. District Offices were headed by an engineer, under whom were foremen and road menders	Ten engineers, assisted by surveyors, inspectors, draftsmen and clerks.	24 steam rollers. Engineer to each Construction Department. Chairman (Obmann) part-time for each Road Committee, usually an engineer. 1 to 3 road foremen (Strassenmeister) for each Road Committee.	Each Road District has 1 road foreman (Strassenmeister) and road menders (Strassenwärter) for every 5 km. of road. Auxiliary laborers available in mobile work forces (Fliegende Partie).	7 steam and [illegible] rollers. 9 [illegible] and 4 stationary stone breaking machines, 5 air compressors. Own quarries. Road menders (Wegmacher) for every 4.3 km. of road, total of about 100.		Each District Government has a District Construction Engineer (Baubezirksleiter) with assistant engineers. District Road Committees have a road foreman (Strassenmeister) and road menders (Strassenwärter) for every 4-6 km., with assistants where necessary.	
Use of special revenues for road purposes	None; opposed in principle. Some guarantees of expenditure of specific minima on roads have been issued, but these were temporary.		District road committees can charge up to 30 percent real estate surtax to cover wages and administrative expenses.	Real estate surtax earmarked for roads.		Real estate surtax earmarked for roads. Special tax on bicycles devoted to road maintenance. Special contributions from Federal Government for designated roads.	Special contributions from Federal Government for designated roads.	Special contrib from Federal G for designated

Communes (Gemeinde) generally devote head tax to road work in all provinces.

From OSS report, R&A No. 2175.

ent	Wien	Niederösterreich	Oberösterreich	Salzburg	Steiermark	Kärnten	Tirol	Vorarlberg	Burgenland
			Yes		Yes	Yes			Yes
did hinery. es had sisted rict ed by r whom road	Ten engineers, assisted by surveyors, inspectors, draftsmen and clerks.	24 steam rollers. Engineer to each Construction Department. Chairman (Obmann) part-time for each Road Committee, usually an engineer. 1 to 3 road foremen (Strassenmeister) for each Road Committee. District road committees can charge up to 30 percent real estate surtax to cover wages and administrative expenses.	Each Road District has 1 road foreman (Strassenmeister) and road menders (Strassenwärter) for every 5 km. of road. Auxiliary laborers available in mobile work forces (Fliegende Partie). Real estate surtax earmarked for roads.	7 steam and [illegible] rollers. 9 [illegible] and 4 stationary stone breaking machines, 5 air compressors. [illegible] quarries. Road menders (Wegmacher) for every 4.3 km. of road, total of about 100.	Real estate surtax earmarked for roads. Special tax on bicycles devoted to road maintenance. Special contributions from Federal Government for designated roads.	Each District Government has a District Construction Engineer (Baubezirksleiter) with assistant engineers. District Road Committees have a road foreman (Strassenmeister) and road menders (Strassenwärter) for every 4-5 km., with assistants where necessary. Special contributions from Federal Government for designated roads.	Special contributions from Federal Government for designated roads.	Devotes its full share of Federal gasoline tax to subsidising improvement of Konkurrens and communal roads.	

Communes (Gemeinde) generally devote head tax to road work in all provinces.

	Federal Government	Wien	Niederösterreich	Oberösterreich	Salzburg	Steiermark	Kärnten
Financial contributions by governments for road construction and maintenance							
(a) Provincial roads			Federal Government provided up to 50% of cost for certain autonomous roads from 1933-1935.	Province pays approximately 75%. Communes pay 150 Schillings per km. annually.		100%	100%
(b) District roads			Province pays material costs. Districts pay wages and salaries.	Province pays approximately 50%. Communes pay 300 Schillings per km. annually.		Average 15% in 1931. 70% under work relief program of 1933-34, with 30% contribution of District payable in kind (gravel, loan of horses or steam rollers).	
(c) Konkurrenz roads						About 117 km. subsidised 100% by province. About 119 km. subsidised 30-35% by province. (Rest paid by Federal government.) About 48 km. subsidised 70% by province. Railway access roads (Eisenbahnzufahrtsstrasse) paid for 1/3 by province, 1/3 by District, 1/3 by railroad.	51 km. administered by government; province pa 40%. 35 km. administer communities; province p 30%. Railway access ro paid for 1/3 by provinc by communities, 1/3 by road.
(d) Communal roads			Communities required by law to aid provincial administration by providing real estate necessary for construction work, obtaining homes for local maintenance personnel at normal rentals, removing snow from autonomous roads within their territory, providing labor for such work outside their territory at usual wages, providing gravel where possible from their own resources at prices fixed by province.	About 500 km. of 1st class communal roads regularly subsidised 30-33 1/3% by province, communities paying fixed sum of 400 Schillings per km. Rest of communal roads not subsidised by province.			10% paid by province f 550 km. Rest fully fi by communities.

All road laws require communities over a minimum population (usually 5,000) to pay part of cost of construction of provincial or Federal roads through their territory, figured as the extra costs for paving, drainage, maintenance, cleaning, and sidewalks, as compared with what would be required in adjacent open country.

From OSS report, R&A No. 2175.

Niederösterreich	Oberösterreich	Salzburg	Steiermark	Kärnten	Tirol	Vorarlberg	Burgenland
ral Government provided up to f cost for certain autonomous s from 1933-1935.	Province pays approximately 75%. Communes pay 150 Schillings per km. annually.		100%	100%			?
ince pays material costs. ricts pay wages and salaries.	Province pays approximately 50%. Communes pay 300 Schillings per km. annually.		Average 15% in 1931. 70% under work relief program of 1933-34, with 30% contribution of District payable in kind (gravel, loan of horses or steam rollers).				Province administers at cost of communes of district concerned.
			About 117 km. subsidised 100% by province. About 119 km. subsidised 30-35% by province. (Rest paid by Federal government.) About 48 km. subsidised 70% by province. Railway access roads (Eisenbahnzufahrtsstrasse) paid for 1/3 by province, 1/3 by District, 1/3 by railroad.	51 km. administered by Federal government; province pays 35-40%. 35 km. administered by communities; province pays 30%. Railway access roads paid for 1/3 by provinces, 1/3 by communities, 1/3 by railroad.	Same Konkurrenz roads subsidized by Federal government. Exact share of provincial participation not known.	15-25%. See below.	
nunities required by law to aid rincial administration by pro- ng real estate necessary for truction work, obtaining homes local maintenance personnel at al rentals, removing snow from nomous roads within their itory, providing labor for work outside their territory sual wages, providing gravel possible from their own urces at prices fixed by ince.	About 500 km. of 1st class communal roads regularly subsidised 30-33 1/3% by province, communities paying fixed sum of 400 Schillings per km. Rest of communal roads not subsidised by province.			10% paid by province for about 550 km. Rest fully financed by communities.	?	5-10% usually. Province pays 33-35% for corrections and paving of existing Konkurrenz and community roads.	

wer a minimum population (usually 5,000) to pay part of cost of construc- through their territory, figured as the extra costs for paving, drainage, ks, as compared with what would be required in adjacent open country.

between Graz and Klagenfurt lay through Maribor, Yugoslav territory since 1918.

(2) The Grossglockner Road, opened in 1935, from (Salzburg)-Bruck to Heiligenblut in Kärnten. This provided a second route to Italy, supplementing the Brenner, and constituted an important tourist attraction. It is the highest of the Alpine pass routes. German acknowledgment of the significance of the road may be seen in the extraordinary number of "tourists" who attended the opening. This came at a time when almost all tourist travel from Germany had been stopped by a punitive 1,000-mark visa fee as part of a trade war.

The War Ministry is believed to have been consulted by the Federal Road Administration on all highway problems. The Federal Government generally participated in Konkurrenzen only when the roads in question had strategic or touristic importance, and then only when local administrations were unable to provide the necessary funds.

The [redacted] major factor influencing Austrian road policy was finance. An ambitious scheme, formulated in 1926, was later reduced to the following priority principles, mainly because of financial difficulties:

(a) Completion of roads already under construction for essential traffic, in accordance with the systematic program of 1926. Modernization of the most important east-west and north-south highways.

(b) Urgency of construction work in relation to tourist traffic.

(c) Allotment of a minimum of expenditure to each province, based on the importance of its road projects, its population, area, and comparative economic importance.

(d) Number of unemployed in the area under consideration. This last was often the most important factor.

Federal road construction or modernization was distributed fairly evenly throughout the country in order to satisfy the demands of the individual provinces for a share in expenditures. Actual division of reconstructed kilometers of Federal road by province, from 1935-1937, is given in Table 2.

Table 2. FEDERAL ROADS MODERNIZED OR REBUILT FROM 1933 TO 1937, BY PROVINCE

	Kilometers						Province as % of total area of Austria	Inhabitants per square kilometer
	1933 and 1934	1935	1936	1937	1933 to 1937	% of total		
Wien	2.24	--	--	--	2.24	0.23	--	6,741.47
Niederöst.	89.52	63.06	17	38	207.58	21.54	28.0	78.21
Oberöst.	29.37	27.75	11	19	87.12	9.04	14.3	75.23
Salzburg	52.53	19.60	7	48	107.16	11.12	6.5	34.36
Steiermark	119.66	20.50	11	49	200.16	20.77	19.5	61.95
Kärnten	48.29	20.80	13	67	149.09	15.47	11.4	42.49
Tirol	47.37	37.96	10	44	139.33	14.46	15.1	27.30
Vorarlberg	16.92	6.09	3	3	29.01	3.01	3.1	59.72
Burgenland	15.17	6.00	3	18	42.17	4.37	4.7	75.39
TOTAL	401.11	201.73	75	286	963.86	100.0	100.0	80.61

Figures for expenditures on these projects are not available, but apart from certain mountain roads, they are believed to conform proportionately to the kilometer totals.

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b. Organization. The Federal Road Administration (Bundesstrassenverwaltung) formed Department 5 of the Federal Ministry for Commerce and Transport (Bundesministerium für Handel und Verkehr). The Administration had branches in all provinces except Salzburg. (In Salzburg Federal highways were administered by the provincial road authorities.) These branches maintained numerous District Construction Offices (Baubezirksleitungen). Each had a District Construction Manager (Baubezirksleiter), and sometimes a deputy Manager. The Construction Managers were usually engineers. Under the Construction Managers there were road menders (Einräumer) who were assigned to several kilometers of road and given rent-free houses adjacent to their sections. Menders were furnished with a little equipment and a few tools by the District Construction Offices. The system of road menders was common to most administrations, autonomous as well as Federal.

The Federal Administration was responsible for the erection of traffic signs on all classes of roads.

3. Autonomous Administrations. Autonomous administrations are those other than that of the Federal Government. The most important type is the provincial administration. In some provinces the Federal Road Administration took over maintenance of provincial roads as well, but these continued to be classified as autonomous roads. In others the provincial administrations maintained the Federal highways under the supervision

and at the expense of the Federal Government. In most provinces, however, the provincial and Federal governments maintained road administrations which cooperated closely, but remained separate. The provincial administration usually included a Central Road Office which supervised District Road Committees (Bezirksstrassenausschüsse).

A District Road Committee consisted of local persons appointed by the Provincial Governor (Landeshauptmann). Usual members were the mayor of the largest town in the district, local priests, pharmacists, or teachers. Territory controlled by a District Road Committee was called a district (Bezirk) if its boundaries conformed to a government district; otherwise it was called a county (Sprengel). The District Road Committee employed a full-time manager who had technical training; but was not a recognized professional engineer.

In almost all provinces roads of purely local importance were left to the care of the towns or communes, which did not provide regular attendants or maintenance. Special arrangements were made by the mayor or Council (Gemeinderat) when repairs were considered imperative.

The main characteristics of the autonomous as well as the Federal administrations are given in summary form in Table I. The provincial administrations were so diverse, however, that those of three representative provinces, Oberösterreich, Niederösterreich, and Kärnten, are described here in more detail.

a. Oberösterreich. As the result of a complete administrative reform in 1932, Oberösterreich had the most modern provincial highway law in Austria. The purpose of this reform was to provide a basis for roads of uniform quality regardless of local borders. Prior to the reform most roads had been maintained by community associations (Strassenverbände) whose expenses were paid mainly by contributions from the province. Under the new system the towns paid fixed sums, roughly equivalent to their previous expenditures, to provincially-controlled road authorities who constructed and maintained roads under central direction. These were the Road Districts (Strassenbezirke).

Oberösterreich was divided into 25 such districts, each composed of ~~certain~~ one or two judicial districts (Gerichtsbezirke). The road districts were grouped into ten Circuit Supervisory Districts (Reisebezirke), each assigned to an engineer attached to the Provincial Construction Office (Landesbauamt) in the capital at Linz. The province was given power to assess contributions for specific roads on all local communities directly or indirectly benefitted. Thus the province no longer had to negotiate with the local governments for their voluntary participation in road maintenance.

Each road district was managed by a road board composed of local citizens. The road board employed a Road Manager (Strassenmeister); road menders (Strassenwärter), who were assigned to every five or six kilometers of road, and auxiliary laborers. The auxiliary laborers were used as a mobile work force (Fliegende Partie) on

occasional work beyond the capabilities of the regular menders, such as improvement of drainage and curves, and repair of major damage to highways or bridges.

Roads of purely local importance remained in the hands of the communities.

The reform in Oberösterreich attracted wide attention in technical circles, and seems to be in conformance with the trend of administrative practice in Austria.

b. Niederösterreich. In Niederösterreich, there were 69 District Road Committees (Bezirksstrassenausschüsse), each headed by a permanent Chairman (Obmann), who was usually an engineer or a member of some other professional class from the locality. Each Committee, composed of 20 members appointed from among local leaders, met two or three times yearly for general discussion and supervision of the work of its permanent Chairman. A Chairman was paid 120 Schillings monthly for his part-time work, while Committee members were allowed 4 Schillings per meeting. Neither the Chairman nor members were allowed to have a personal interest in firms undertaking work for a Committee. Financial details and general direction were the concern of the Chairman. Provincial engineers, each supervising 8 or 10 Committees, assisted Chairmen in the supervision of actual road construction. Each District had from one to three permanent road foremen, each of whom controlled a number of road menders.

c. Kärnten. In contrast to the relatively modern and efficient road administrations of Oberösterreich and Niederösterreich, that of Kärnten was a relic of the horse-and-buggy days. Kärnten had no provincial roads, their rough equivalent being found in Konkurrenz roads. These were administered by local Konkurrenz committees composed of representatives of the provincial and local governments; they were subjected to a relatively small amount of supervision by provincial road authorities.

Most other provinces had elements of both modern and backward types of administration intermingled to a confusing degree.

4. United Austrian Highway Association. A powerful influence on the Austrian highway programs was the United Austrian Highway Association (Verband der Österreichischen Strassengesellschaft, Wien, and its member associations in each of the provinces:

Gesellschaft für Strassenwesen in Burgenland, Sauerbrunn
Verein für Strassenwesen in Kärnten, Klagenfurt
Gesellschaft für Strassenwesen in Oberösterreich, Linz
Gesellschaft für Strassenwesen in Steiermark, Graz
Gesellschaft für Strassenwesen in Tirol, Innsbruck
Verein für Strassenpflege in Vorarlberg, Bregenz
Gesellschaft für Strassenwesen in Wien und Niederösterreich, Wien

These conducted an influential campaign for better roads in Austria, enlisting wide popular support. Among the members of the associations were municipal and communal governments, tourist trade enterprises, automobile transport firms, interested individuals, and highway engineers and administrators.

5. Finance

a. Federal. From 1927 to 1931 approximately 44,000,000 Schillings were spent -- above "normal" highway costs -- for the first modern highway program in Austria. This effected the reconstruction and repaving of 500 kilometers of Federal highways.

So pronounced was the lack of funds for highway construction that some contractors had to finance completion of projects assigned to them out of their own resources, against promises of gradual repayment by the government over as long a period as seven years.

Federal budgetary proposals for the period from 1928 to 1938 are given in Table 3. Actual expenditures, from official sources, are listed for the years 1928-1936 in Table 4. Funds not spent by the end of the fiscal year were often

carried over into the following year, so that important differences may be found between the sums given in the two tables. In several years, it may also be seen, budget allowances were above actual expenditures. This was the result of insufficient Federal income, necessitating unexpected retrenchments in expenditures. The division of the budget into ordinary and extraordinary sections was begun in 1933 and abandoned at the end of 1935. It was instituted in an attempt to separate expenditures of a capital nature from those on current account, and to make possible financing of the former by borrowing.

Two other departments of the Federal Government made small contributions to road expenditures not listed in the road budget: the activities of the Ministry for Social Welfare (Ministerium für Soziale Verwaltung) are described in the section on labor; those of the Ministry of Agriculture are dealt with below under subsidies.

The Federal Government subsidized construction of roads by autonomous authorities. The subsidies were granted

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Table 3. AUSTRIAN FEDERAL BUDGETARY PROPOSALS FOR ROADS, 1/ 1928-1938

(in thousand Schillings)

	1928	1929	1930	1931	1932	1933	1934	1935	1936	1937	1938
Ordinary budget											
Maintenance	13,000	13,000	14,750	15,400	13,000	10,500	11,700	11,750	11,580	11,500	11,500
New construction	7,500	9,380	10,890	13,251	4,650	3,343	1,060	1,060	1,090	37,100	29,900
Modernization of Federal highways	11,000	11,000	11,000	11,000	2,413	2,600	5,000	10,000			
Contributions to other agencies				1,779	295	435	424	625	1,251	2,000	1,700
Unexpected				1,100	200	232	250	140	80		
TOTAL						17,110	18,434	23,575			
Extraordinary budget											
Federal highways						24,500	11,500	12,500	9,740		
Non-Federal highways						6,000	6,000	4,500			
Grossglockner Alpine highway						6,000	4,660	2,000			
Bridges						1,000	7,000	5,000	5,000		
TOTAL						37,500	29,160	24,000			
GRAND TOTAL	31,500	33,380	36,640	42,530	20,558	54,610	47,594	47,575	28,721	50,600	40,100

1/ Mainly from a German source. Does not appear to be calculated on the same basis as other published information.

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From OSS report, R&A No. 2175.

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Table 4. AUSTRIAN FEDERAL GOVERNMENT EXPENDITURES FOR ROADS
1928-1936

(Consolidated expenditures in Thousand Schillings)
(except cost of Federal bridges and Grossglockner road contribution)

	1928	1929	1930	1931	1932	1933	1934	1935	1936
Maintenance	12,999	13,249	14,730	14,624	11,866	10,526	11,581	11,552	11,453
Construction machinery and maintenance worker houses	900	1,126	1,004	908	110	31	15	95	53
Bridge building	2,577	3,018	3,018	3,018	1,700	1,264	998	1,301	1,139
Contribution to mountain stream control	191	219	229	234	129	172	160	201	170
Contribution to non-Federal roads	1,057	1,062	1,047	2,179	295	301	10,013	9,393	4,320
Programmed modernisation of Federal highways	13,084	14,432	16,758	18,992	5,267	18,577	20,637	21,142	15,907
TOTAL	30,809	33,106	36,785	39,955	19,367	33,578	43,494	43,990	33,042

From OSS report, RAA No. 2175.

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for specific roads, and usually covered only part of the costs. An engineer of the Federal Highway Department was appointed to assume direct responsibility for each project so sustained, and Federal technical specifications usually had to be met.

Such contributions to autonomous roads had to be authorized by special laws, passed annually, which detailed the provinces and roads concerned. These laws were formed in accordance with general principles laid down in Par. 12, Finanzverfassungsgesetz (BGBl Nr 150 ex 1934) and in the law of 19 July 1923. Contributions could be made to provinces or directly to districts, Konkurrenzen, or communities. During the depression, available funds were divided according to the following principles:

(1) Appropriation of enough money to complete work previously begun, where necessary for engineering or traffic reasons.

(2) Amounts allocated to each province sufficient to accomplish some economically valuable work.

(3) Consideration of the comparative importance of the province concerned, particularly with regard to unemployment.

Complete details are not published on Federal subsidies for the construction of autonomous roads, but the following figures are available:

Table 5. FEDERAL PARTICIPATION IN CONSTRUCTION OF AUTONOMOUS ROADS, 1933-1935

	1933-1934 Length of roads affected	Length of roads affected	1935 1/ Federal contribution in Schillings	Percent of total expenditures
	Kilometers			
Wien	--	--	--	--
Niederöst.	165.03	65.02	1,330,000	25.53
Oberöst.	17.23	17.80	820,000	15.74
Salzburg	--	2.59	310,000	5.95
Steiermark	41.86	22.80	840,000	16.12
Kärnten	12.55	5.72	430,000	8.25
Tirol	9.28	3.35	780,000	14.95
Vorarlberg	4.04	1.83	330,000	6.33
Burgenland	24.87	13.40	370,000	7.10
TOTAL	274.87	122.51	5,210,000	100.00

Besides subsidies provided through the Federal Highway Department of the Ministry of Commerce and Traffic, the Ministry of Agriculture provided subsidies up to 25 percent for the construction of agricultural produce roads for rural traffic (Güterwege). These connected isolated farms and valleys with the main transportation system, and were constructed by the local property owners involved. In

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1/ 1935 program based on contributions from extraordinary budget.

return for the subsidy, minimum technical specifications had to be met which made use of the road by automobiles possible if not comfortable. Administrative details were contained in the Erlass des Bundes-Ministeriums für Land und Forstwirtschaft vom 5. Februar 1927, Zahl 5011-5/1927. Although funds available for this purpose were limited, the procedure was fairly important in some parts of the country, and might provide a useful precedent for encouraging reconstruction of country roads on local initiative.

b. Autonomous Budgets. Provincial budgetary provisions for the years 1928-1936 are given in Table 6. Exact figures on the expenditures made by local districts, municipalities, and communes are not available. Perhaps 35 or 40 percent of their budgets was devoted to road construction and maintenance. Net total resources available for highway construction and maintenance were probably not more than 100,000,000 Schillings annually.

c. Taxes on Road Users. The main direct revenue from highway traffic was the gasoline tax. Toll charges ~~important before 1931~~ were ~~lastly~~ virtually eliminated in ~~that year~~ 1931 on the initiative of the Federal Government because of their discouraging effect on tourist traffic and commerce. They were retained only on some large bridges and the Grossglockner highway.

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Table 6. PROVINCIAL BUDGET PROPOSALS FOR ROADS 1/
1928-1936

(in thousand Schillings)

Province	1928	1929	1930	1931	1932	1933	1934	1935	1936
Wien	38,851	37,550	40,245	48,001	29,954	28,944	26,401	28,660	32,279
Niederösterreich	6,820	8,191	6,609	9,633	9,083	5,599	3,116	3,960	3,972
Oberösterreich	5,021	5,370	4,880	7,024	4,976	4,088	2,229	2,360	2,516
Salzburg	3,197	2,931	3,221	4,326	2,181	3,047	1,362	1,376	1,453
Steiermark	3,331	3,500	3,341	7,126	2,546	1,727	310	666	1,862
Kärnten	2,235	1,954	1,174	2,593	1,922	1,251	1,015	1,142	986
Tirol	1,905	2,223	2,245	2,290	1,950	1,494	563	648	849
Vorarlberg	475	748	384	1,087	781	841	570	449	863
Burgenland	1,942	2,187	1,503	1,527	1,771	1,217	1,787	1,483	1,541
TOTAL INCLUDING WIEN	63,777	64,663	64,202	84,307	55,164	48,208	37,353	41,044	46,321
TOTAL EXCLUDING WIEN	24,926	27,104	23,957	36,306	25,210	19,264	10,952	12,384	14,042

1/ From a German source. Does not appear to be calculated on the same basis as other published information.

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From OSS report, R&A No. 2175.

Table 7. BUDGETARY ESTIMATES OF INCOME FROM TAXES ON AUTOMOBILE TRAFFIC
(in millions of Schillings)

	1931	1932	1933	1934	1935	1936	1937	1938
Ownership tax	3.48	5.46	5.45	5.29 1/	2.46	0.19	0.05	0.01
Gasoline tax	17.34	41.23	37.88	40.40	45.33	47.40	44.20	48.50
Motor transport tax	0.01	0.83	0.79	0.61	0.65	0.69	0.60	0.60

Customs duties on the import of motor vehicles (100 percent of the sales price), and other miscellaneous taxes raised the total income from automotive traffic to over 60,000,000 Schillings annually.

The major share of the gasoline tax, however, did not remain in the Federal Treasury, but was distributed to the provinces in return for concessions the latter had made in abandoning toll road rights. In 1935 the gasoline tax was divided approximately as follows: 4/17 reserved for the Federal Government's road fund; of the rest, 1/5 retained by the Federal Treasury, 1/10 reserved for Niederösterreich because of its proportionately large autonomous highway system, and the remainder shared by the other provinces according to their area, length of automobile road (excluding Federal highways) and population, with area the predominant consideration. The provinces were not

1/ Tax removed 1 May 1934. Income after that date represents collection of arrears.

restricted in the use of the sums thus obtained, and only Vorarlberg devoted the whole amount to road use.

The road associations, seeking some guarantee of more adequate expenditures, lobbied for the earmarking of gasoline and automobile taxes for highway work. They were partially successful in 1934 and 1935, when the government agreed to set up a "Road Fund" with a minimum of 5,000,000 Schillings of gasoline tax income annually devoted to additional expenditures on Federal roads. In 1936, however, as part of the government's general policy of freeing the budget from fixed burdens, this provision was repealed. It was replaced by an informal promise to provide a similar sum from general funds insofar as possible.

6. Problems of the Pre-Anschluss Administration. The fundamental problem for the Austrian road administration was financial. Paradoxically, the chronic shortage of money led Austria to develop highly uneconomic forms of highway control. The lack of funds caused the Federal Government to leave much authority in the hands of local administrations in order to induce them to shoulder part of the costs of the road system. Local governments, on the other hand, attempted to disengage themselves from the burdens of highway maintenance by importuning the provincial or Federal government to take over roads

in their jurisdiction, or to guarantee subsidies or sharing of expenses in Konkurrenzen. The result of these conflicting tendencies was the complicated system of compromises and specific solutions built up over many years.

Duplication of administrative apparatus and repair facilities was the most obvious failing of this type of administration. Other weaknesses were the lack of centralized planning, and the existence of areas where roads of national importance were inadequately maintained with purely local resources. This last was particularly true in the tourist areas of western Austria.

Added to the other problems of highway administration were those usually connected with government agencies having funds at their disposal. According to a former member of the industry, believed to be fairly reliable, bidding on road contracts was not strictly competitive, and personal influence with members of local boards and engineering personnel was often decisive. This influence is alleged to have been purchasable in some cases.

Demands on highway administrations for aid in solving the unemployment difficulties of the country also interfered with normal road development. The authorities attempted to spread available expenditures throughout the areas of greatest need. Thus many roads became a patchwork of various

types of paving completed at different times. Improvements tended to be carried out on very short stretches close to accumulations of unemployed, rather than on roads taken as a whole.

Retention of the system of road menders, as an alternative to capital investment in centralized maintenance involving trucks, garages and machinery, was also motivated by the desire to provide jobs.

Chiefly for financial reasons, Austria's roads were usually underbuilt in relation to traffic. Table 8, based on the wear and tear associated with fairly important automobile traffic and the Austrian climate, shows that heavier-type construction was cheaper in the long run than lighter types. But small initial investment was considered of greater importance than long-run cost. The result was an inadequate highway system, the maintenance of which absorbed funds that should have been spent for permanent improvement.

B. Post-Anschluss Administration

1. Construction Programs

a. Nazi Road Policy. Nazi road policy in Austria was outlined by Dr. Todt on 28 April 1938 as follows:

"The various parts of Austria must be so united to each other and to the rest of the Reich that highway connections will be possible without long detours in winter as well as in summer. Connections of the Tirol, Vorarlberg, Steiermark, and Kärnten with the Old Reich, as well as with Vienna, must now be improved. The Steiermark roads over the Pyhrn Pass must be improved and made more secure. Burgenland, which has had no satisfactory connection with neighboring provinces, must now be joined to them by a high-capacity road. The political results of the Anschluss are such that highway connections between Berlin and Vienna must also undergo reconstruction, so that the trip will be a pleasant six to seven hours' ride, rather than a trial and tribulation."

b. Reich Super-Highways. The Reich super-highway system was introduced immediately after the Anschluss, as the first step to this end. An important propaganda campaign boasted that German efficiency would provide excellent highways for Austria and immediate employment for her people.

It is significant that members of the illegal Austrian Nazi Party and Nazi fugitives from Austria were immediately appointed to supervisory positions. Many members of the "Austrian Legion", composed of those who had fled from Austria to Germany, had been employed on the German superhighway project to give them experience in this line. The first Austrian Main Construction Office (Oberbauleitung) of the Reichsautobahn corporation was established in Linz. Another was soon in operation at Wien, and a subsidiary construction office (Bauleitung) was set up at Villach. Austrian construction firms were not considered experienced enough to undertake immediate participation in the superhighway projects, which were given to German enterprises, but they were promised an eventual share.

c. "At-Once" Program. For existing roads, an "at-once" program (Sofortprogramm) of immediate measures to improve the roads considered most important by the Germans was announced. Work was to be completed in time for the approaching tourist season -- in many cases, within a period of only a few weeks. This was not confined to Federal roads, but included many autonomous and district roads as well. (See Map 1.) The main emphasis was on north-south roads leading from Germany to the western regions of Austria. Ten million Reichsmarks were provided from the German budget, to allow

some sort of improvement along 2,080 kilometers of road.[1] Of these, about 1,100 kilometers were subjected to bituminous treatment, and 1,000 kilometers treated with dust-binding chemicals, which had not previously been used to any great extent in Austria. Many subsidiary roads were widened to 6 meters, particularly in Niederösterreich and Oberösterreich (300 kilometers). The length of roads affected in individual provinces was as follows:

Brugenland	72 kilometers
Kärnten	385
Niederösterreich	102
Oberösterreich	269
Salzburg	431
Steiermark	229
Tirol	416
Vorarlberg	234

The use of dust-binders was continued in 1938 for 900 kilometers, and in 1939 for 772 kilometers. The decrease was a result of giving more permanent dust-free coverings to certain roads.

d. "Expansion" Program. Soon after the announcement of the "at-once" program came an "expansion" program (Ausbauprogramm) for which 15,000,000 Schillings of Reich funds were immediately appropriated. This involved 645 kilometers in 1938 and 123 kilometers in 1939, mainly on former Federal highways. Up to the end of 1939, both programs had

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1 The official rate of exchange after the Anschluss was 1.50 Schillings to the Reichsmark.)

resulted in the repaving of 1,034 kilometers of first-class roads, of which 835 kilometers had originally been water-bound macadam.

Thirty-three work camps were established by the Nazis. The camps for the Reichsautobahnen were directed by the Labor Deputy of the Inspector-General for German Roads (Sozialbeauftragter des Generalinspektors), attached to the Ministry of Economics and Labor in Vienna, who had representatives in the seven Gau Construction Offices set up in the new road administration. The Labor Deputy set wages for construction personnel. Leaders of the work camps were appointed from members of illegal pre-Anschluss Nazi organizations and of the "Austrian Legion".

Definite financial appropriations were introduced on 1 April 1939, replacing the special funds previously drawn on. Expenditures as a whole were greatly increased under Nazi rule.

2. The New Administration. After a transition period in which existing Austrian institutions were continued -- particularly the District Committees of Steiermark and Nieder-Österreich -- highway administration was completely reorganized along the lines of the system in German proper. The following

~~March 13, 1936~~

laws were made valid for the Ostmark:

Reichsgesetz über die einstweilige Neuregelung des Strassenwesens und der Strassenverwaltung vom 26 März 1934 (RGBL I. p.243)

Durchführungsverordnung vom 7 Dezember 1924 (RGBL I. p.243)

Verordnung über die Strassenverzeichnisse vom 27 Dezember 1935 (RGBL I. p.1193)

Gesetz über die Errichtung eines Unternehmens "Reichsautobahn" vom 27 Juni 1933 (RGBL II. p.507)

Erste Verordnung zur Durchführung vom 7 August 1933 (RGBL II. p.521)

Zweite Verordnung vom 8 März 1935 (RGBL II p.177)

Thus all public roads became subject to the technical supervision of the Inspector-General for German Roads. All roads were reclassified into the three types of the German system:

Reichsstrassen: These were mainly former Federal highways. Responsibility was lodged with the Inspector-General for German Roads.

Landstrassen 1. Ordnung: Former provincial roads or their equivalent. They came within the competence of the Gaue, which replaced the provinces.

Landstrassen 2. Ordnung: Temporarily left under control of the original construction authorities, but later made the responsibility of the newly-formed Kreise, in accordance with usual German procedure.

The general administrative reorganization preserved the Austrian provinces, except Vorarlberg and BURGENLAND, as Reichsgaue, equivalent organizationally to the Prussian provinces. Government functions were divided into those of the Reich, directed from Berlin, and those of the "self-administration" (Selbstverwaltung) in which the Gau Government Leaders (Statthalter) had more independence. The two functions were exercised by the same administration, at least on the lower levels, but separate budgets were maintained for each, and the final authority was different. Each Gau has a Department for Construction Affairs (Abteilung für Bauwesen), usually with a branch devoted specifically to roads. Construction departments in Austria are the following:

Reichsgau Wien: Abteilung V, Bauwesen
Reichsgau Kärnten: Abteilung V, Bauwesen
Reichsgau Niederdonau: Abteilung V, Bauwesen
Unterabteilung Va, Strassenwesen
Reichsgau Oberdonau: Abteilung V, Bauwesen und Wasserwirtschaft, Unterabteilung Vb, Strassenbau
Reichsgau Salzburg: Abteilung V, Bauwesen
Unterabteilung Vb, Strassen- und Brückenbau
Reichsgau Steiermark: Abteilung V, Bauwesen und Wasserwirtschaft, Unterabteilung Vb, Strassenbau
Reichsgau Tirol und Vorarlberg; Abteilung V, Bauwesen.

All three classes of roads were actually maintained and administered by these departments. No details are available on subsidiary local organizations. However, the Konkurrenzen appear to have been preserved to some extent as communal road organizations (Strassenzweckverbände) of a purely financial nature.

The United Austrian Road Association was absorbed into its German equivalent, the Association for Scientific Research on Roads (Forschungsgesellschaft für das Strassenwesen e.V.).

3. War Administration. In April 1942 all expenditure of road funds was halted as a war measure, as in the rest of Germany. The Todt organization, however, was reported to be continuing work on roads around Linz. It is probable that the system in the Old Reich, which gave the Army Wehrkreiskommandantur power to undertake emergency maintenance and construction measures, was extended to Austria as well.

C. Replacement of the Nazi Administration

1. Importance of Roads for Post-war Austria. From a long-term point of view, Austrian highways need improvement. Because of its central geographic position, Austria can benefit from transit traffic in the Danube Basin, or can lose this important source of revenue if her communications are not comparable in quality to those of her neighbors. Tourist traffic, a very important item in the Austrian balance of payments, was hampered before the war by the inadequacy of her highways, and much work will have to be done in order to reestablish the tourist industry. The backward state of motorization in Austria was partly due to poor highways, and the country will seek to overcome this handicap.

2. Possible Programs. Such considerations are presumably not of immediate interest to MG. However, it is likely that the administration chosen by the occupying authorities to maintain

highways will influence the form of administration after their departure. Thus, the adaptability of the new administration to desired normal circumstances would be a consideration in creating it.

On the other hand, the type of administration chosen by MG may well be determined for the most part by the kind and amount of highway activity considered necessary for occupation purposes. Possibilities would include the following:

a. Little or No Maintenance. If any activity is deemed necessary, the minimum for restoration of essential transportation would probably consist of putting into operation roads that link the countryside with local consuming centers and railroad stations. This would involve mainly the communal and autonomous roads, and would be of local concern for administrative purposes. Neglect of maintenance during the war has undoubtedly left its mark on this part of the road system.

b. Maintenance for Internal Security Only. Roads required by the occupying forces for their control operations would probably be the former Federal highways. For military purposes alone they would not require much maintenance, except for the rebuilding of destroyed bridges and roadbeds, and snow clearing on the most important routes. For obvious reasons, a program of this type would not be left in the hands of independent local authorities. Maintenance for transit operations in conjunction with a relief program would also be confined to the Federal highways. However,

highways in Central Europe are not well adapted to relief transportation, and this does not seem likely to be an important factor in MG highway policy.

c. Immediate Restoration of Normal Maintenance and Expansion. At least in the first stages, this seems unlikely to become a task for MG, but the purely economic value of road improvement would be greater than the cost if highway traffic were restored to an approximation of peacetime intensity. Savings on gasoline and wear and tear on vehicles can be shown to more than balance reasonable expenditures on highway improvements, if traffic is increased to normal levels. Furthermore, road expenditures would draw mainly on the country's own resources, while it may be assumed that imports of gasoline and automotive products will be difficult to obtain.

d. Expansion and Development of Austria's Roads. This probably will not be an active consideration for MG. However, it might be kept in mind in formulating other programs of highway activity. If work on roads again becomes an important part of a reemployment policy, an administrative conflict might arise between the two types of control which would be required. A centralized organization would be essential to obtain and distribute the necessary funds, while local administrations would be most suited for the organization of the distribution of work among those needing it.

3. Administrative Framework. The following are among the factors tending to define possibilities of choice in restoring an administrative framework:

(1) Full restoration of the pre-Anschluss system would be difficult, because the Nazis have made sweeping changes.

(2) Most of the subsidiary administrative organization of the autonomous roads has been wiped out. It would be hard to rebuild it, if this were desired, because the autonomous administration was based on many compromises, rather than on a uniform legal pattern.

(3) It would be easier to create a new apparatus if uniform schemes were applied in all provinces. The reform of the Oberösterreich administration in 1932 merits detailed study in connections with the reorganization of lower autonomous units.

(4) The central Federal and provincial administrations, on the other hand, were taken over by the Nazis without great changes, and could be more easily reactivated. The advisability of retaining the centralized control and maintenance instituted after 1938 would require consideration.

(5) The Reich super-highway administration is honeycombed with active Nazis, and has been identified with the prowess of Hitler.

(6) Many plans for highway improvements will probably be available in the files of the present administrations. These are likely to be of Nazi origin, designed to improve ties between Austria and the Reich, rather than to return to an

east-west orientation of communications.

D. Construction Materials

1. Major Types of Paving. The principal types of construction in Austria are:

(1) Stone paving; blocks (Kleinsteinpflaster). These are used chiefly on city streets and short, heavily travelled sections of Federal highways.

(2) Concrete. Very little is used directly because of the effect of the climate on the pavement. Many asphalt roads, however, have concrete bases.

(3) "Hot-mix" penetration method. This is difficult to use in Austria because of the climate. It can be applied only during the summer months and is even then subject to damage during construction by forenoon temperatures and precipitation. Its main use is for small jobs located far from cold-mix facilities.

(4) Asphalt and tar cold-mix emulsions. These are applied to the roadbed after careful rolling and repair, and are usually constructed in several layers. Each layer is finished with limestone chips or other hard-stone gravel. This method was developed to comply with the exigencies of the weather and can be used under most seasonal conditions. The mixing process requires a stationary or mobile plant in the vicinity.

(5) "Strich" or black-top. This consists of a very thin layer (several millimeters) of tar or asphalt, or an emulsion of the two, into which fine gravel is rolled. It provides

protection against the weather as well as some resistance to the effects of motor traffic. The layer of paving must be renewed frequently, but provides a reasonably modern road at low initial cost.

(6) Oiling of dirt or macadam roads. A thin layer of petroleum oil is spread as a base for the absorption of a thick layer of bitumen-oil mixture. The whole is followed by a thin sprinkling of new gravel which prevents skidding while the oil is soaking in and adds to the body of the road.

2. Road Building Materials. Austria has a surplus of concrete. In 1938 local industry produced 429,000 tons, while its estimated capacity was 900,000 tons. The government desired to encourage the concrete industry because of its domestic character. Nevertheless, owing to the climate and to the inexperience of the highway construction industry with this material, concrete was little used.

The principal paving material was asphalt. It was imported, 1/ usually in its refined state, although this was undesirable because it required foreign exchange. Some asphalt was produced by the refineries of the Shell and Socony Vacuum companies in Wien.

Imports of asphalt in 1935 were:

1/ About 30 metric tons of asphalt with a high paraffin content are obtained annually in the Tirol from shale oil deposits.

	metric quintals	Value in Schillings
Bituminous asphalt from		
British W. Indies	2,830	70,000
United States	1,311	71,000
Germany 1/	846	95,000
Others, mainly Rumania	315	?
Crude asphalt, mainly from		
Switzerland	4,749	32,000

In other years, large imports of asphalt from Poland, Mexico, and other sources were registered. After the Anschluss most imports were switched to German sources.

American asphalt and asphalt of American origin reexported from Germany were used exclusively for paving, while imports from Rumania, Poland, and other miscellaneous sources went to chemical processing industries to be distilled.

About 80 percent of asphalt imports goes directly into road construction, 10 percent is used in the manufacture of special road oils, and 10 percent is processed by the domestic roofing-paper and lacquer industries.

The main commercial sources of bituminous asphalt were the Shell agency in Wien (about 60 percent), and Ebano Asphalt GmbH, Hamburg (30 percent). Cold-mix manufacture was well developed, with sufficient installations to satisfy the internal demand. Main emulsifying plants were at Wien, Braunau am Inn, Innsbruck and Kiefstein. The usual proportions were petroleum asphalt, 47.5 percent, emulsifying agent 5percent, water 47.5 percent.

1/ Mainly imported by Germany from U.S. and Mexico and refined in Hamburg.

Domestic gas plants produce roughly 35,000 tons of crude tar annually -- 30,000 in Wien alone, and less than 3,000 tons annually at Graz, Innsbruck, and Salzburg. Less than half is distilled for highway construction purposes, mainly by Teerag AG and six other companies in Vienna, and two concerns in Enns and Innsbruck. The production is supplemented by imports. From 900 to 1,000 persons were employed in tar distillation, mainly for coal-tar derivatives not employed in road construction.

Road oil with a petroleum base is used mainly in Wien, where it is prepared by Allgemeine Chemische AG. A small amount is used in Niederösterreich, Steiermark, and Kärnten. The principal source of bricks for road paving was the works on the Wienerberg (mountain), south of Wien.

3. Stone

a. General. Austria as a whole has inexhaustible reserves of stone suitable for road construction, although local shortages may be found in some areas. These reserves are based on the Alps (including the Kleine Karpaten) in the west and south and the Bohemian Massif in the northeastern corner of the country. Crystalline limestone and dolomite are economically the most important materials.

The Alps, geologically, can be divided into four zones (see map 2).

(1) The Central Zone. Consists of high mountains which have few roads or railroads and thus little need for construction

gravel. The main stone resources (gneiss, mica schist, mica quarzite, talc schist) are not adapted to construction use. However, isolated deposits of mica-poor gneiss, stable amphibolite, cleft-poor serpentine, and frequent outcroppings of crystalline limestone are available. Gneiss is usually worked in small deposits located along highways and railroad ways.

(2) The Schist Zone (Transitional Zone). Lies to the north and south of the central zone. There are some deposits of crystalline limestone, quarzite, and diabase suitable for road construction, but the predominant stone is slate.

(3) The Limestone Alps. Important limestone and dolomite resources are available, but only a few locations are suitable for gravel production.

(4) The Sandstone Zone. Lies north of the limestone Alps. Deposits of suitable stones are so broken up that there are only a few economically significant gravel supplies.

The Bohemian Massif covers a smaller territory than the Alpine areas, but it is of equal importance for the supply of stone, particularly because of its proximity to the population center of the country. Its most important resource is splittable biotite granite in the Moldanubian primitive rocks and in the Moravian zone. Gneiss is worked in small deposits along highways and railroad ways.

b. The Stone Industry. The stone-producing industry is composed mainly of small units, because available deposits are

widely distributed in relation to needs. Local highway administrations often opened their own small gravel pits or made arrangements with owners of small stone pits in their vicinity, who produced largely for the occasional needs of road maintenance.

Modern construction practices, however, evoked a demand for uniform, dust-free gravel, which brought larger and more mechanized manufacturing units into existence. Nevertheless, countless small deposits continue to be worked by hand, and many medium-sized pits have only rudimentary breakers and drum sizing separators.

As would be expected, the stone industry is thickly settled in the neighborhood of large cities (Wien and Graz, especially), from which it spreads along the main valleys of the Alps (Mura, Mur, Enns, Salzach, Inn, and Drau). Large works are located at the junctions of the main valleys, while small plants operate in the cross-valleys to satisfy local demands. The cobblestone and stone-block industry remains largely a field for small artisans. Most cobblestone enterprises, particularly those based on the granite regions, also produce gravel. A relatively new source of cobblestones was the experimental production of slag stone blocks by the large Austrian mining firm, Alpine Montangesellschaft in Donawitz.

Although the Nazis chose to import some stone from Bavarian gravel plants to satisfy their post-Anschluss construction program in western Austria, it can be assumed that Austria is

fully capable of supplying her own needs for building stone, as well as of exporting to neighboring countries along the Danube if desirable.

Full information on stone resources is available from the Mineral- und Gesteinsuntersuchungsstelle of the Institut für Mineralogie und Baustoffkunde, Technische Hochschule, Wien, which has been the central agency for Austrian research since 1924.

c. Local Conditions

(1) Wien. Has a dredger plant on the Danube.

(2) Oberösterreich. Important cobblestone production is located in the granite region to the north around Schärding, Aschach, Aigen, Rohrbach, Freistadt, Mauthausen, and Sarmingstein. The Mauthausen quarries were particularly important. There is a large feldspar-quartz sand quarry at St. Georgen-an-der-Gusen.

(3) Niederösterreich. Gneiss foothills of the forest area offer metamorphic magmatic stones, such as crystalline granite, gneiss, granulite, orthoamphibolite, some deposits of very useful diorite-porphyrite, syenite-porphyrite, and kersantite. The largest gravel plant in Austria is at Deutsch-Altenburg. The cobblestone industry of the province is located around Schrems and Eggenburg (granite region), and at Gebharts and Wolfsegg (based on syenite and diorite). Diorite-porphyrite near Persenbeug is worked for small cobblestones and gravel. Basalt resources of the region such as those at the Pauliberg near Wiener-Neustadt are not adaptable to cobblestone

or gravel manufacture. Deposits of cracked and poorly splittable granite, syenite and diorite are worked for gravel alone at Maissau, Dornach, and Eschenbach. Quartz-free gangue stones of the Bohemian Massif are worked under unfavorable production conditions in many localities around Egging-bei-Ybbs and Persenbeug.

Granulite of the Dunkelsteinor forest, extending towards Ybbs, Pöchlarn, and Wieselburg, is worked in large and small gravel plants around Meidling-im-Tal, Oberwölbing, Erlauf, Petzenkirchen, and Egging. There are amphibolite gravel works in Hub-bei-Melk. Feldspar-quartz sand quarries operate near Melk, Statzendorf south of Krems, and in the March River region.

(4) Salzburg. Important diabase deposits are worked for gravel around Saalfelden in the Kitzbühler Alpen.

(5) Kärnten. Granite gneiss near Klagenfurt and tonalite-porphyrite near Lienz are worked for small cobblestones. Greenstone and green slate are exploited for gravel around Nötsch. There are amphibolite gravel pits at Lieserhofen-bei-Spittal a.d.Drau.

(6) Tirol. Small cobblestones are produced from granite gneiss in the Ötz Valley. Greenstone and talc schist gravel is produced around Nauders.

(7) Burgenland. Young igneous stones are available in the area of the Gleichenberger Kogel. Talc schist and greenstone are worked for gravel in the south, around Eisberg. There are amphibolite gravel works at Steinbach.

The major Austrian construction firms were founded between 1927 and 1929, with the participation of existing building trades enterprises, asphalt firms, and the road construction industries of Germany and other foreign countries.

Most road contracts included a two- to five-year guarantee clause, the length of time depending on the type of surface. At the expiration of this period, a commission inspected the road and either accepted or rejected it, specifying their reasons. If the road was rejected, the firm had the option of reconstructing defective portions or forfeiting a deposit of 10 percent of the contract price. Some firms are said to have taken advantage of the guarantee provisions by doing less than their contract called for, with the expectation of making a profit even after loss of their deposit.

At the time of the Anschluss the industry had 200 kilometers of field railway track, 600-800 dump cars, 60-80 small locomotives, many steam shovels, 30 hot-mix spreaders for tar and asphalt paving, and 50 steam and motor rollers. New cement machinery and other special types were brought in from Germany in large quantities after the Anschluss.

Austrian road machinery manufacturers produced fairly adequate light equipment. The government encouraged their sale by requiring domestic machinery to be used on its contracts. Heavier type machinery was usually of foreign origin, however, imported around 1930 and 1932 before the government policy became stringent. Germany, Switzerland, and the United States were the

main sources. Austrian makes were sometimes purchased, not for use but solely to satisfy the government.

F. Construction and Maintenance Costs

1. Cost Figures. The average cost of reconstruction of existing roadbeds for modern traffic, based on the experiences of the Federal Highway Administration, is 90,000-110,000 Schillings per kilometer. However, this average does not take into account expenses for reconstruction of highly inadequate roadbeds. This may cost over 150,000 Schillings per kilometer, using only macadam paving.

Costs, both of construction and maintenance, vary with the type of paving used (Table 8).

Table 8

AVERAGE YEARLY COSTS FOR PAVING AND MAINTENANCE OF VARIOUS TYPES OF PAVING

Type of pavement	Construction cost, including auxiliary work, Schillings per square meter	Extra expenditure during normal life of pavement, Schillings per square meter	life span in years	Yearly maintenance cost, Schillings per square meter	Total average yearly cost, Schillings per square meter 1/
Small stone paving blocks	18		30	0.05	1.22
15 cm. concrete in two layers (5 cm. and 10 cm.)	15		25	0.10	1.17
7 cm. asphalt in two layers (3 cm. and 4 cm.)	14		20	0.15	1.27
5 cm. asphalt concrete	12		15	0.15	1.30
5 cm. tar macadam	9	2 2/	12	0.20	1.40
"Einstreu und Einschlamm" 4/		2 2/	9	0.30	1.60
Double "Strich" on rolled hard gravel	6	1 3/	7	0.40	1.60
Rolled hard gravel	4		3	0.40	1.60
Rolled soft gravel	3		2	0.42	1.60

1/, 2/, 3/, 4/ are on the next page.

The figures may be recalculated in terms of kilometers by assuming roads to be five to six meters wide, and multiplying Schillings per square meter by 5,000 or 6,000.

Of the total yearly maintenance costs, about 0.07 Schillings per square meter are required for auxiliary work, including average costs for ditching, banking, landscaping, road marking, etc., but not including expenditures on bridges, embankments, and retaining walls. Such expenditures may be heavy on mountain roads.

2. Maintenance Problems. Maintenance of the various types of construction presents the following special problems:

a. Heavy-Type Construction. Stone paving blocks or cobblestones: These require replacement of worn interstitial filling material (usually asphalt), repairing of holes and breaks in pavement, lifting of sunken portions caused by earth movements or weak spots in the foundation.

Concrete: Maintenance is required for expansion joints, cracks, evening of damaged portions, and uneven sections caused by earth movements.

Bituminous pavements: These require little maintenance until the later years of their life span, when regeneration by

(From previous page)
1/ 5 percent annual interested imputed.
2/ Two top-surface treatments required during normal life, at 1 Schilling per square meter each.
3/ One top-surface treatment required during normal life, at 1 Schilling per square meter.
4/ A type of surface-treated macadam.

oiling or use of cut asphalt is advisable to restore the plasticity of the pavement.

b. Medium-type Construction. Asphalt concrete and tar concrete, asphalt macadam and tar macadam, penetration macadam: These require new top layers every seven years, and continuous repair of small holes and breaks.

c. Light Construction.

"Einstreu-und Einschlamm", a type of surface-treated macadam This requires renewal of the top layer every 4 to 5 years. In addition regular repair of holes and breaks is essential

Water-bound macadam: This has a high maintenance overhead if used by any but light traffic. If used by trucks, soft gravel is required yearly and hard gravel is necessary every two to four years. Rolled soft gravel cost 2.80 Schillings per square meter and rolled hard gravel cost 3.60 Schillings per square meter. Maintenance by the usual Flick system (hand work) costs 0.30-0.40 Schillings per square meter. Usually roads with the heaviest traffic were treated with at least a single "Strich" or layer of black-top, which required renewal every three to five years at a cost of 1.20 Schillings per square meter, and maintenance costs of 0.40 Schillings per square meter. To the above figures from 10 to 20 percent should be added for payments for land, miscellaneous expenditures and legal obligations, maintenance and depreciation of construction tools and machinery, and snow removal.

3. Costs of Autonomous Administrations. The above costs refer mainly to Federal roads, and other roads having important motor traffic. Autonomous roads received somewhat less expensive treatment, which, however, was generally inadequate. The following figures are available.

The province of Salzburg found it necessary to provide 70-80 cubic meters of gravel yearly per kilometer for maintenance purposes. The cost was about 800 Schillings per kilometer. Normal maintenance of wood and stone bridges, drainage pipes, support walls and other accessories cost about 650 Schillings per kilometer. In Niederösterreich the average cost of granite gravel delivered to the roads was 8-10 Schillings per cubic meter.

Local roads in Oberösterreich required an absolute minimum of 42 cubic meters of gravel per kilometer per year. 1/ The average price was 12.19 Schillings per cubic meter delivered to the roads (maximum and minimum 15.73 and 8.89 Schillings respectively), or 504 Schillings per kilometer. This price was considered low for the region, and resulted from as great as possible a use of local gravel deposits. Total maintenance costs for all types of autonomous roads with which the province was concerned averaged over 600 Schillings per kilometer.

A large proportion of the city streets of Wien are oiled macadam, which is impregnated annually with a mixture of mineral

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1/ This minimum was possible only in years when weather damage was extremely light and financial conditions were very difficult.

(8) Steiermark. Young igneous stones are present in the eastern portion near Burgenland (liparite, trachyte, and andesite around the Gleichenberger Kogel). These deposits, though often insufficiently compact or uniform, are exploited to some extent by local road administrations. Feldspar basalt is worked in the southeast at Steinberg-bei-Feldbach, Weitendorf-bei-Wildon, St. Paul-im-Lavanttale, and Oberpullendorf. Amphibolite gravel pits are located at Scheifling-bei-Judenburg. Travel is also obtained from the nephelite around the Stradender Kogel, the nepheline basalt at Klöch, and small deposits of limburgite at Stein-bei-Fürstenfeld. The Stradender Kogel and the Klöcher Massif in the south have large deposits of basalt, but these are not economically located or technically advantageous for heavy exploitation.

(9) Vorarlberg. Glauconite sandstone of the Bregenz forest is used to produce some cobblestones. A gravel-dredging plant is located on the Bodensee (Lake Constance).

E. The Road Construction Industry

The Federal Highway Department was not equipped for heavy pavement or construction work, and had machinery only for macadam roads, bituminous-surfaced macadam pavements, roadbed construction, the widening of existing roadbeds, small improvements, and other light work. 1/ Therefore, most of the work on Federal highways was done by private contractors.

1/ Provincial highway departments usually had steam rollers and other fairly heavy equipment. The loan of equipment and manpower among Federal, provincial and local authorities was common, and private contractors were often able to make use of government facilities.

oil, asphalt, and a chemical binder. The amount of oil required per square meter decreases annually as the roads become saturated. Presumably it will be higher after the war than in the years before, because of the cessation of maintenance.

Table 9. OIL APPLIED TO MACADAM ROADS OF WIEN

Year	Kilograms of oil per sq. km.	Total kilograms used	Area of road oiled in sq. m.
1929	1.24		
1930-31	1.10		
1932	1.00		
1933	0.88		
1934	0.82	2,390,000	2,922,000
1935	0.82	2,427,000	3,563,000
1936	0.76	2,400,000	3,140,000

The cost of oiling 3,500,000 square meters in 1935 was about one million Schillings. The total road maintenance cost of the Municipality of Wien in 1935 was 14,500,000 Schillings.

4. Present Validity of Cost Figures. The foregoing figures date from before the Anschluss. They are comparable among themselves, since the price level was -- at least officially -- very stable during the period, but they have no direct significance at the present time. Their actual equivalent in present or future terms depends upon the price level, the labor situation, and the value of a restored Austrian currency. In view of the disorganization likely to be found at the time of an occupation, no probable cost figures of any value can be given.

Probably the most useful statistics for planning purposes are those of expenditures included in the government budgets, which are given in the section on Finance (see A5). The cost and

scope of the "at-once" program initiated by Germany immediately after the Anschluss will also be useful. If the results obtained by these measures are believed desirable, costs associated with future programs may be comparable, at least in real terms.

G. Labor

1. Wages. Wages in highway construction were roughly 6.70 Schillings per day for roadbed and gravel-pit work, and 8.50 Schillings for paving work. From ten to twenty must be added to these figures for social security, piecework premiums, and taxes. The salaries of road menders, apart from their rent-free houses, were about 100 Schillings monthly.

2. Roads and Employment Problems. The use of labor on Austrian highways was mainly determined by the unemployment situation. A first consideration in judging new methods of construction was often the effect on employment rather than possible contributions to efficiency. Specifications of Federal and local government contracts definitely discouraged contractors from substituting machinery for hand labor. Road labor was thus developed only as semi-skilled or unskilled hand work, with little effort to introduce higher degrees of specialization.

Federal regulations issued in 1928 required that at least 50 percent of the laborers engaged by contractors on Federal highways be taken from unemployed registered for the dole. In return, certain subsidies were paid by the work-relief fund

(Produktive Arbeitslosenfürsorge) from the savings to the dole. These subsidies were available to provincial road authorities meeting the same conditions. The system was administered by the District Industrial Commissions (Industrielle Bezirkskommissionen), which were semi-official chambers of commerce.

Another means of direct relief affecting the supply of road labor was the Voluntary Labor Service (Freiwilliger Arbeitsdienst) of the Federal Ministry for Social Welfare. This was similar to the American CCC. The Labor Service provided unskilled labor on Federal road projects, at a cost of 400,000 Schillings in 1935. Members were provided with food, lodging, working clothes, and 0.50 Schillings daily pocket money.

Table 10 indicates the total number enrolled in this organization and the number actually engaged in road construction during 1936 and 1937. It also gives some idea of the seasonal nature of work on the roads in Austria.

Table 10. THE AUSTRIAN VOLUNTARY LABOR SERVICE

End of month of	1936 Total Number	1936 Number engaged in road work	1937 Total number	1937 Number engaged in road work
January	7,120	592	4,628	659
February	6,277	649	4,469	604
March	6,339	686	4,827	718
April	6,992	689	5,135	1,080
May	1,812	1,038	5,006	824
June	8,093	1,175	4,842	723
July	7,644	880	5,201	744
August	7,767	856	5,357	728
September	7,368	779	5,045	677
October	6,370	686	5,110	596
November	5,676	693	4,887	567
December	4,915	598	4,572	543

These figures represent conditions at a relatively prosperous period in Austria. In 1933, 5,000 Voluntary Labor Service Members were employed on the roads alone.

3. Numbers Employed. The total number employed on Federal roads varied with the years, according to the financial position of the administration. Seasonal variation was also great, but was fairly uniform from year to year. In August 1933 it was estimated that 15,000 paid laborers and 5,000 Voluntary Labor Service members were directly employed, and an additional several thousand were engaged in producing and hauling construction materials. In 1936, 8,000 paid laborers were fully employed for nine months of the year and Federal contributions to autonomous road projects made possible the employment of an additional 1,800 workers for six months. In 1937 the total number employed on Federal roads was given as 11,000 permanent laborers and 5,000 additional workers engaged for the main building season only.

The total number employed on all roads prior to the Anschluss may be estimated at 20,000-25,000, about half employed by private contractors, the remainder directly by government administrations. Road menders of state and local governments were often pooled to build third-class roads in addition to their other duties. After the Anschluss, approximately 15,000 laborers were given employment on the German projects and 10,000 were engaged in affiliated activities.

The Nazis significantly reduced the requirements for an engineering degree after the Anschluss. The normal needs of Austria alone, however, would probably have been well covered by her usual supply of technicians.

4. Snow Removal. Winter clearing of the roads was almost entirely accomplished by hand. Before the Anschluss, only important and lightly covered routes were satisfactorily cleared. Snow removal was considered an important part of local work relief. After 1938 the Nazis began an extensive program of snow clearing, as shown on Map 3. Even under the Nazis, hand labor predominated. In the spring clearing of the Grossglockner road in 1939, for example, three snow plows of light construction were preceded by 50-100 laborers with shovels.

II. MOTOR TRANSPORT

A. Administration before the Anschluss

1. Administrative Authorities. The supreme authority for motor vehicle affairs was the Federal Ministry for Commerce and Traffic. Department 17 of the Ministry supervised all bus lines and other motor transport enterprises.

In addition, the Ministry maintained a motor vehicle council (Kraftfahrbeirat), composed of professional representatives of interested industries, appointed by the Minister, as well as administrative representatives appointed by other interested Federal ministries, provincial governors, and the Federal police department. The council was convoked to give expert opinions in motor vehicle affairs and it was consulted in the drafting of laws.

Provincial governors, as well as the mayor of Wien, created examining commissions for all types of driver's and vehicle licenses.

In each province, administrative districts controlled motor vehicle affairs within their jurisdiction. However, in the territories of Federal police directorates the latter assumed this responsibility.

2. Traffic Laws. The executive decrees of the provincial governments were binding within the borders of a given province, unless explicitly contradicted by a decree of the Ministry for Commerce and Traffic. The body of traffic law consisted of the

regulations of the individual provinces plus the decrees of the Ministry. 1/

There was not even uniformity for the "rule of the road"; in some parts of Austria cars kept to the left, in others to the right. In the west, German influence resulted in the "drive right" rule, while potential tourists from Yugoslavia made the eastern provinces, including the city of Wien, adopt the "drive left" rule (Map 4). Attempts to introduce a uniform regulation failed since such a radical change involved too great a capital investment.

3. Trucking Regulations. Industrial trucking was generally limited to a distance of 100 km. or less, and only certain types of goods, such as beer, ice, and milk, could be carried farther. Vehicles used in industrial trucking carried signs saying "WK", those admitted beyond the 100-km. limit "WK - 100". These vehicles could not be used for commercial purposes. The police were responsible for enforcing these regulations, and penalties

---

1/ The following traffic laws were enforced in the individual provinces:

Burgenland	LGBl	No. 34/1936
Kärnten	LGBl	No. 33/1936
Niederösterreich	LGBl	No. 42/1936 and No. 40/1937
Oberösterreich	LGBl	No. 4/1936
Salzburg	LGBl	No. 36/1936
Steiermark	LGBl	No. 56/1935
Tirol	LGBl	No. 21/1936
Vorarlberg	LGBl	No. 8/1936
Wien	GBl	No. 6/1936 and No. 10/1937

were severe. All vehicles weighing more than 700 lbs. required a license.

Commercial trucking regulations were based on the law of 31 March 1931, amended 1 July 1933 and again 1 August 1937. A special concession was necessary for a private enterprise to engage in commercial trucking, while post office and railway operations merely required the approval of the Federal Ministry for Commerce and Traffic. The forwarding of agricultural products, wood, coal, coke, or construction materials in quantities exceeding 1 metric ton, required a license.

The regulations were considered inadequate as early as 1936, and in 1938 it was definitely planned to reorganize commercial trucking by dividing Austria into 35 special trucking regions (Konzessionsgebiete) for regulatory purposes. This plan was interrupted by the Anschluss and never introduced.

Control over commercial trucking was established ostensibly to regulate competition between railroads and truckers, but it actually discriminated in favor of the railroads. Minimum rates were established on all commercial trucking outside local communal boundaries. A special Federal tax of 3 percent was added to regular freight charges.

4. Licensing

a. Vehicle Licenses. Vehicles and trailers were allowed to circulate if they had been approved, individually or as a unit of a standard make, by the Governor of the province and

had been admitted to circulation by the competent police authority. Before being admitted, the vehicle or trailer was examined by a commission established for this purpose by the Governor or by an authorized research institute for motor vehicles. Periodical spot checks were depended on to determine whether the prerequisites for the license were still adhered to. A vehicle license was honored throughout the country if the vehicle corresponded to lawful standards. In addition, every vehicle in circulation had to be covered by liability insurance.

b. License Plates. The police kept a record of all vehicles admitted to circulation and issued license plates. The following state symbols were obligatory: 1/

A	Federal Police Directorate of Wien
K	" " " " Graz
L	" " " " Linz
B	Niederösterreich
C	Oberösterreich (excluding Federal Police Directorate of Linz)
D	Salzburg
E	Tirol
F	Kärnten
H	Steiermark (excluding Federal Police Directorate of Graz)
W	Vorarlberg
M	Burgenland
BP	Bundespost (Federal Post)

1/ Display of the international symbol "A" (for Austria) on a separate plate was optional.

Plates were stamped with the service stamp of the police (Dienststempel) and the vehicle numbers appeared in black lettering on a white background.

B. Post-Anschluss Changes

After the Anschluss, the Nazis aimed at making Austria an integral part of the Reich. Although in the beginning they retained the Austrian administrative organization, they very soon introduced Nazi laws and regulations and administered Austria from Berlin. For some difficult measures they allowed a period of transition, but by 31 March 1939, the Ostmark was just another state of the Reich, at least insofar as transportation was concerned.

The German Minister of Transport first introduced into the Ostmark the most important German regulations such as the road traffic regulations (Strassenverkehrsordnung) of 13 November 1937 and the laws dealing with international motor traffic and the training of drivers. All Austrian limitations as to size and weight of cars were abolished.

The German law for long-distance commercial trucking was introduced on 1 August 1938, and the institutions of the National Trucking Association (Reichskraftwagenbetriebsverband, abbr. RKB) were set up in Austria at the same time.

The bus lines of the Austrian Federal Railroads (Kraftwagenbetrieb der Österreichischen Bundesbahnen) were taken over by the Reichsbahn, which formed the Deutsche

Reichsbahn Omnibusverkehrsgesellschaft, mbH. High tariffs, formerly designed to prevent competition with the railroads, were cut down and fixed at 6 Rpf. per km. 1/ Special commuting and school tickets encouraged bus travel and the introduction of new busses in 1938 and 1939 increased total seating capacity 60 percent.

The Reichspost bought the Oberösterreichische Kraftwagen-Verkehrs AG, and thus acquired 80 new bus lines. These lines were at first operated as previously, within the former Austrian provinces. In the winter of 1938, however, they were incorporated into the Bavarian lines, and the routes were rearranged in order to encourage traffic across the former frontier. The Reichspost put in orders for new busses totaling 2,000,000 RM.

The Nazis decreed that from 3 October 1938 the "drive right" rule should be universally applied.

German supervision of road traffic became effective in Austria on 1 July 1938 and road accidents, for instance, were henceforth covered by the Reich statistics.

The supervision of traffic on provincial roads has become the responsibility of the motorized gendarmerie, which expanded considerably in order to meet the needs of Greater Germany.

1/ The corresponding fares of the German railroads are as follows: Class I, 8.7 Rpf.; Class II, 5.8 Rpf.; Class III, 4.0 Rpf.; Soldiers, 1.5 Rpf.

B I B L I O G R A P H Y

Jahrbuch für das Strassenwesen in Österreich. Published by Hans Wlassics. Only issues available were for 1931, 1932, and 1935. A valuable source of information on all phases of the Austrian highway problem.

Das Strassenwesen. Official monthly publication of the United Austrian Highway Association, from 1928 to 1938. Mainly engineering material, but has good general articles and news notes. Most of the specific cost data was obtained from this source. On the Oberösterreich reform, see issues of June 1932, 6 Jg. H. 6 and May 1933, 7 Jg. H 5.

Die Strasse. German bi-monthly road magazine. Issues before 1938 contain little on Austria, but several numbers that appeared immediately after the Anschluss have numerous valuable articles. These are: 1938, 1. Aprilheft, 5 Jg. Nr. 7, 2. Maiheft, 5 Jg. Nr. 10. The latter issue has valuable articles on stone resources and on the new policies of the Nazis. Articles on the reorganization of the highway administration appear at a later date. Valuable sources are the issues of 1939, Oktoberheft, 6 Jg. Nr. 19/20 and 1940, Januarheft, 7 Jg. Nr. 1/2.

Verkehrstechnik. German transportation magazine. Issue of 20 April 1938, Vol. 19, No. 8 has material on Austrian highways.

Statistisches Jahrbuch für Österreich, 1938, Österreichische Statistisches Landesamt.

Singer, Erich, Die Osterreichische Kraftfahrgesetzgebung, 1937. Regulations and procedures affecting vehicles and drivers.

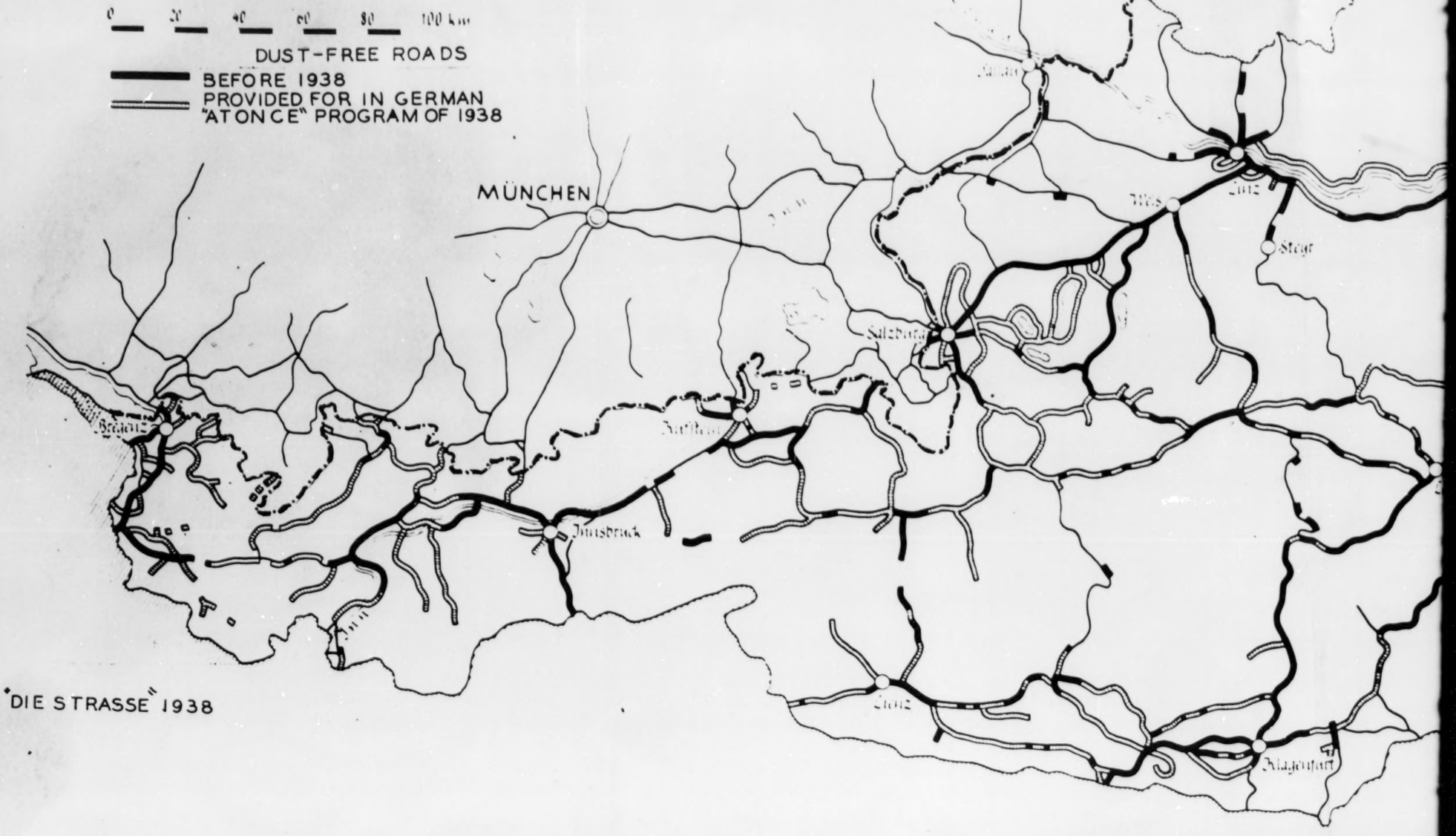
Osterreichisches Kuratorium fur Wirtschaftlichkeit No. 19, "Eisenbahn und Kraftwagen," 1938. An explanation of the trucking laws, and the difficulties between railroads and trucking.

Kollmann, Ottmar, Die Osterreichische Verwaltung, 1938. A general outline of the Austrian administration and changes introduced by the Nazis.

Due to its large size, the following document has been filmed in segments. The order of the segments is as follows: left to right, top to bottom.

MAP I

AUSTRIA: DUST-FREE ROADS



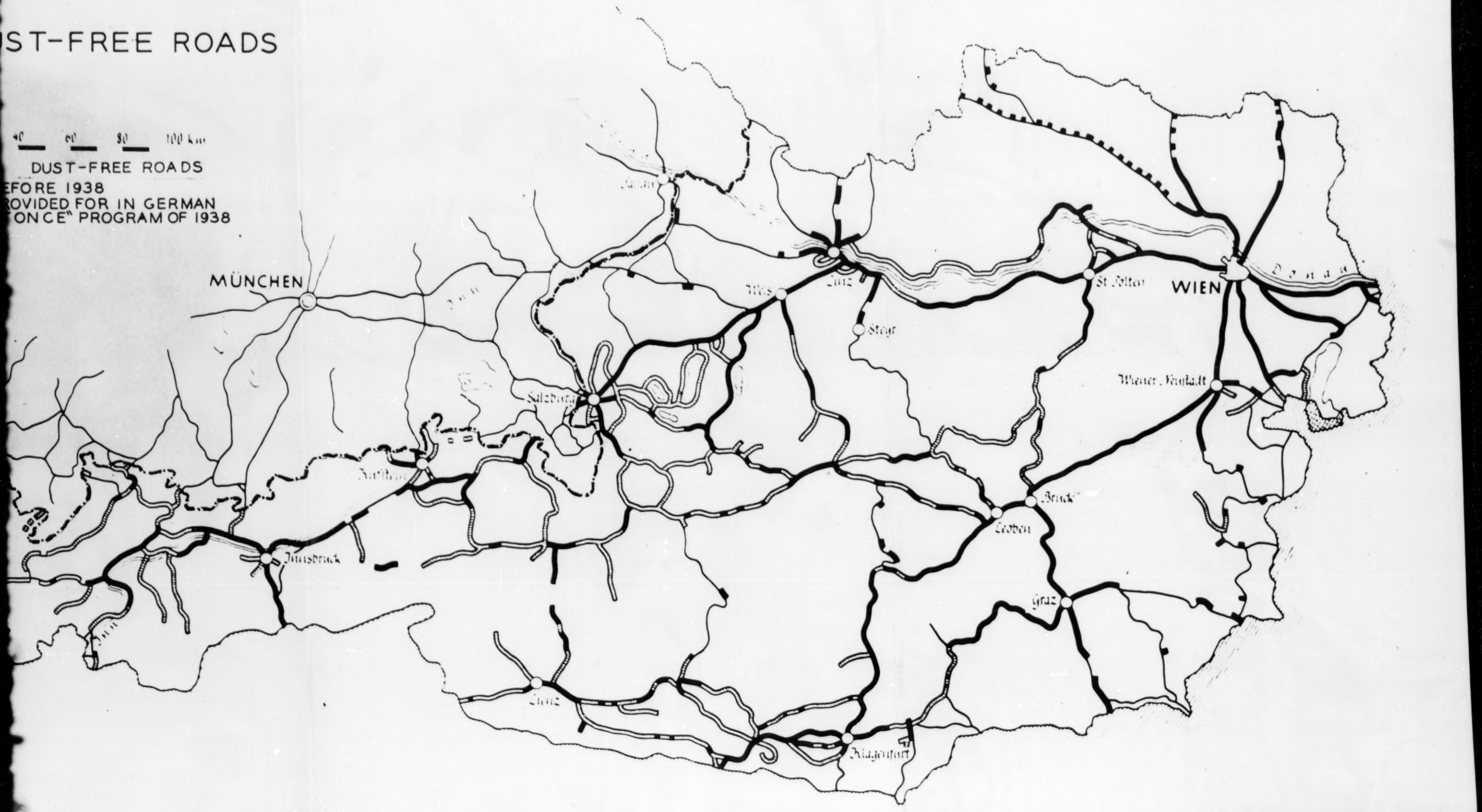
SOURCE: "DIE STRASSE" 1938

MAP I

UST-FREE ROADS

40 60 80 100 km

DUST-FREE ROADS
EFORE 1938
ROVIDED FOR IN GERMAN
"ONCE" PROGRAM OF 1938

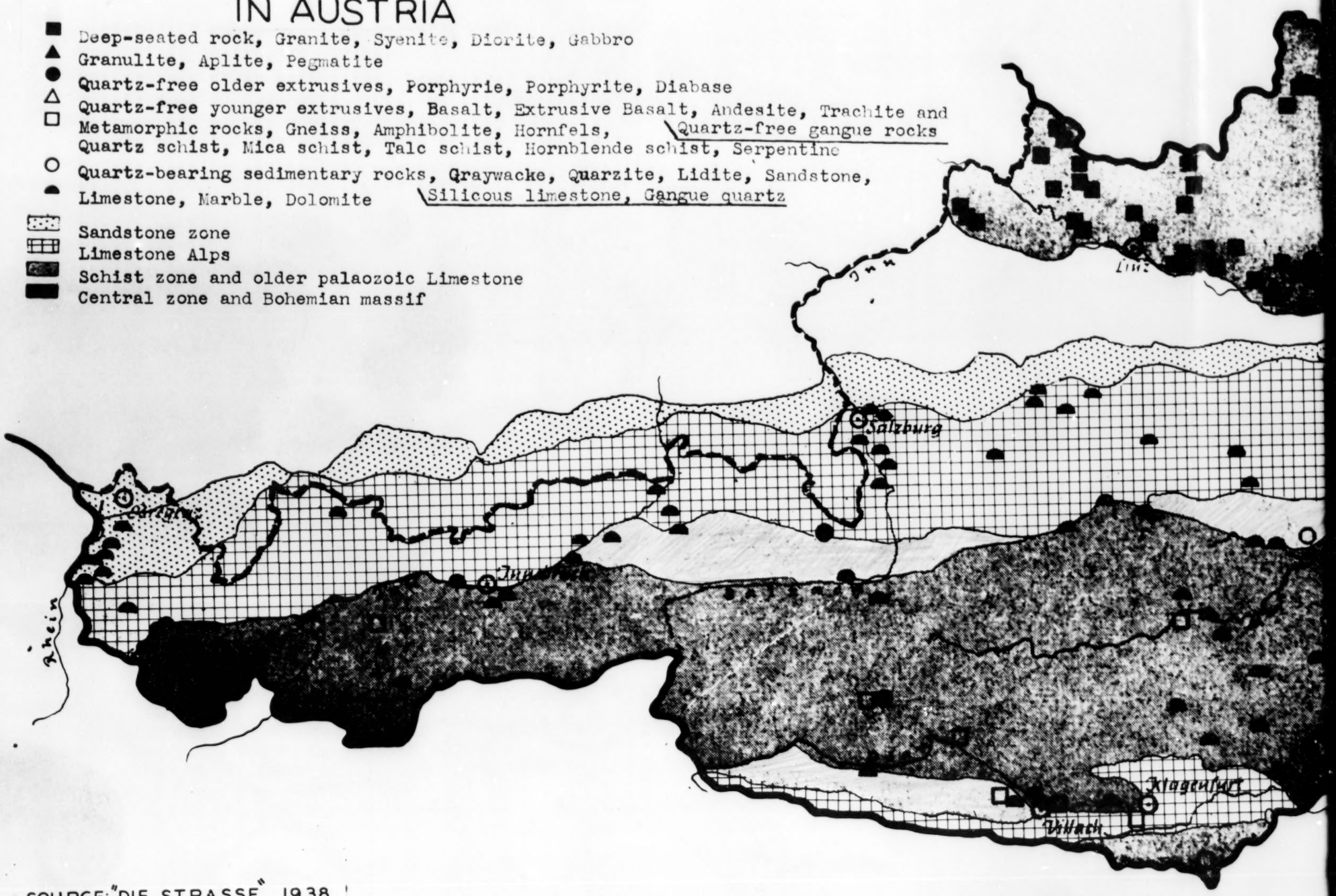


MAP 2

STONE RESOURCES AND QUARRIES IN AUSTRIA

- ■ Deep-seated rock, Granite, Syenite, Diorite, Gabbro
- ▲ Granulite, Aplite, Pegmatite
- ● Quartz-free older extrusives, Porphyrie, Porphyrite, Diabase
- △ Quartz-free younger extrusives, Basalt, Extrusive Basalt, Andesite, Trachite and
- □ Metamorphic rocks, Gneiss, Amphibolite, Hornfels, \Quartz-free gangue rocks
  Quartz schist, Mica schist, Talc schist, Hornblende schist, Serpentine
- ○ Quartz-bearing sedimentary rocks, Graywacke, Quarzite, Lidite, Sandstone,
- ◒ Limestone, Marble, Dolomite \Silicous limestone, Gangue quartz

- Sandstone zone
- Limestone Alps
- Schist zone and older palaozoic Limestone
- Central zone and Bohemian massif



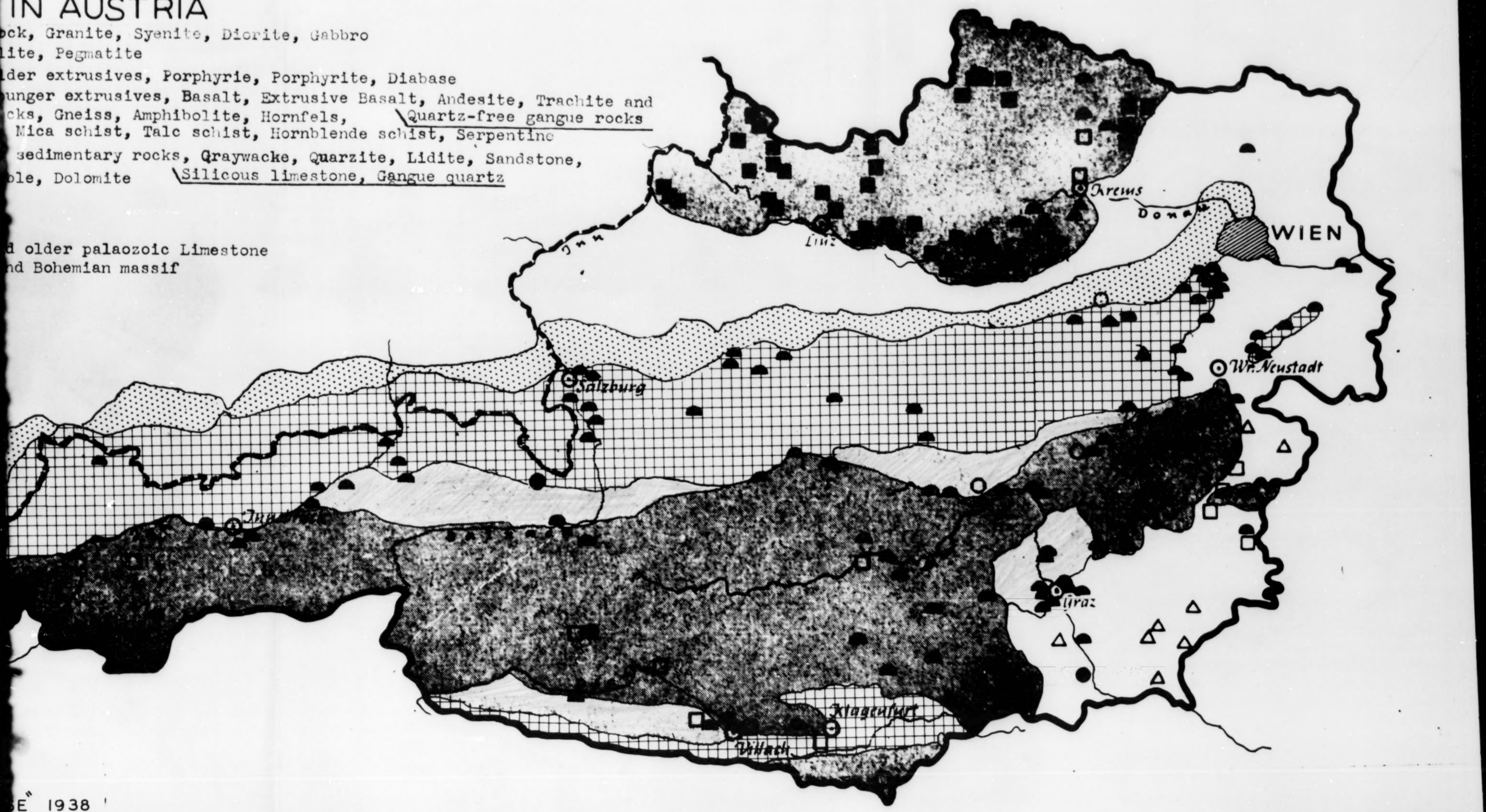
SOURCE: "DIE STRASSE" 1938

MAP 2

OURCES AND QUARRIES
IN AUSTRIA

ock, Granite, Syenite, Diorite, Gabbro
lite, Pegmatite
lder extrusives, Porphyrie, Porphyrite, Diabase
unger extrusives, Basalt, Extrusive Basalt, Andesite, Trachite and
cks, Gneiss, Amphibolite, Hornfels, \Quartz-free gangue rocks
Mica schist, Talc schist, Hornblende schist, Serpentine
sedimentary rocks, Graywacke, Quarzite, Lidite, Sandstone,
ble, Dolomite \Silicous limestone, Gangue quartz

d older palaozoic Limestone
nd Bohemian massif



E" 1938

OVERLAY TO MAP 3

Snow clearing begun or substantially improved under Nazi administration

AUSTRIA: SNOW CLEARING

STATUS IN FEBRUARY 1939

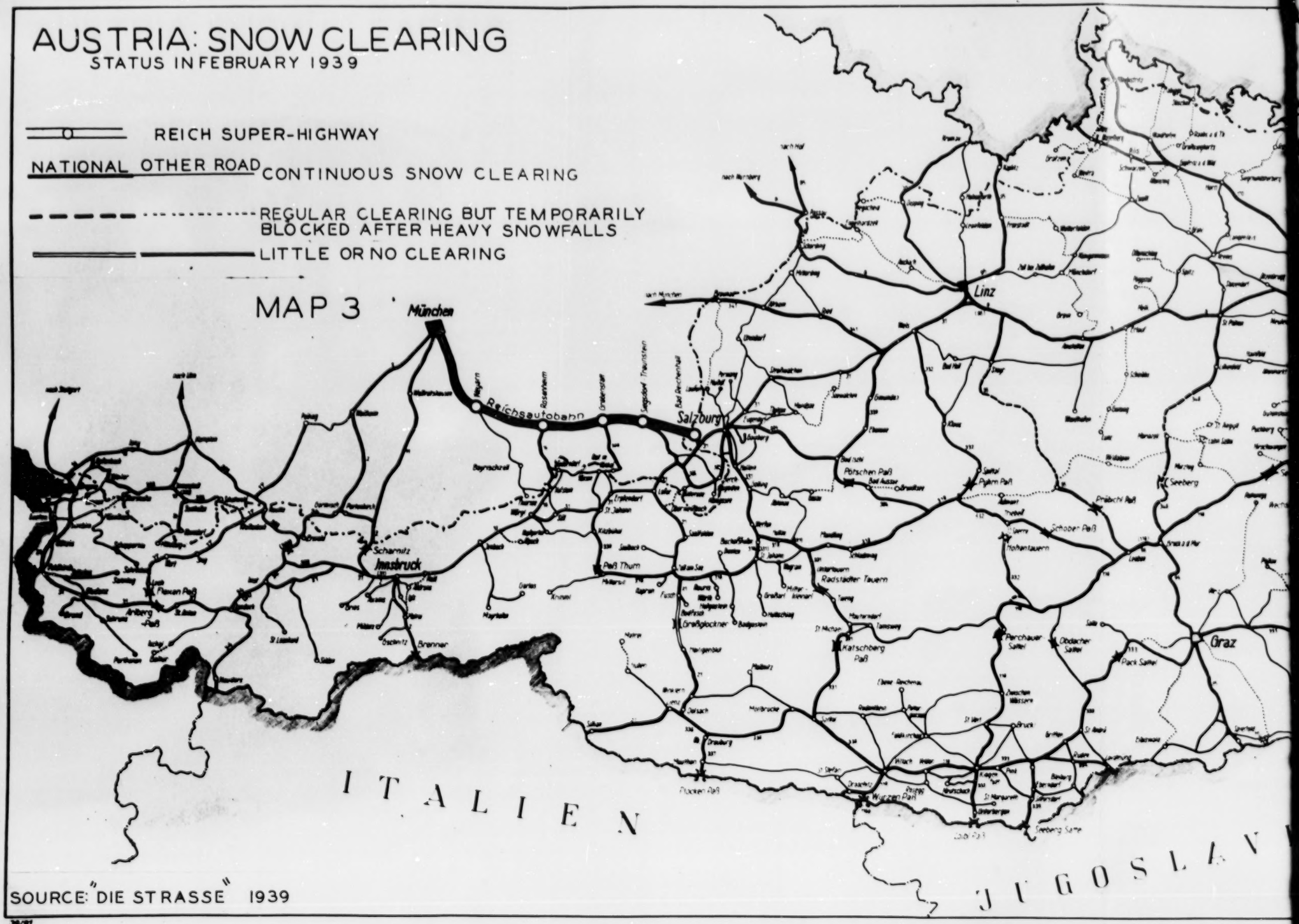
REICH SUPER-HIGHWAY

NATIONAL OTHER ROAD CONTINUOUS SNOW CLEARING

REGULAR CLEARING BUT TEMPORARILY BLOCKED AFTER HEAVY SNOWFALLS

LITTLE OR NO CLEARING

MAP 3



SOURCE: "DIE STRASSE" 1939

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AUSTRIA: SNOW CLEARING

STATUS IN FEBRUARY 1939

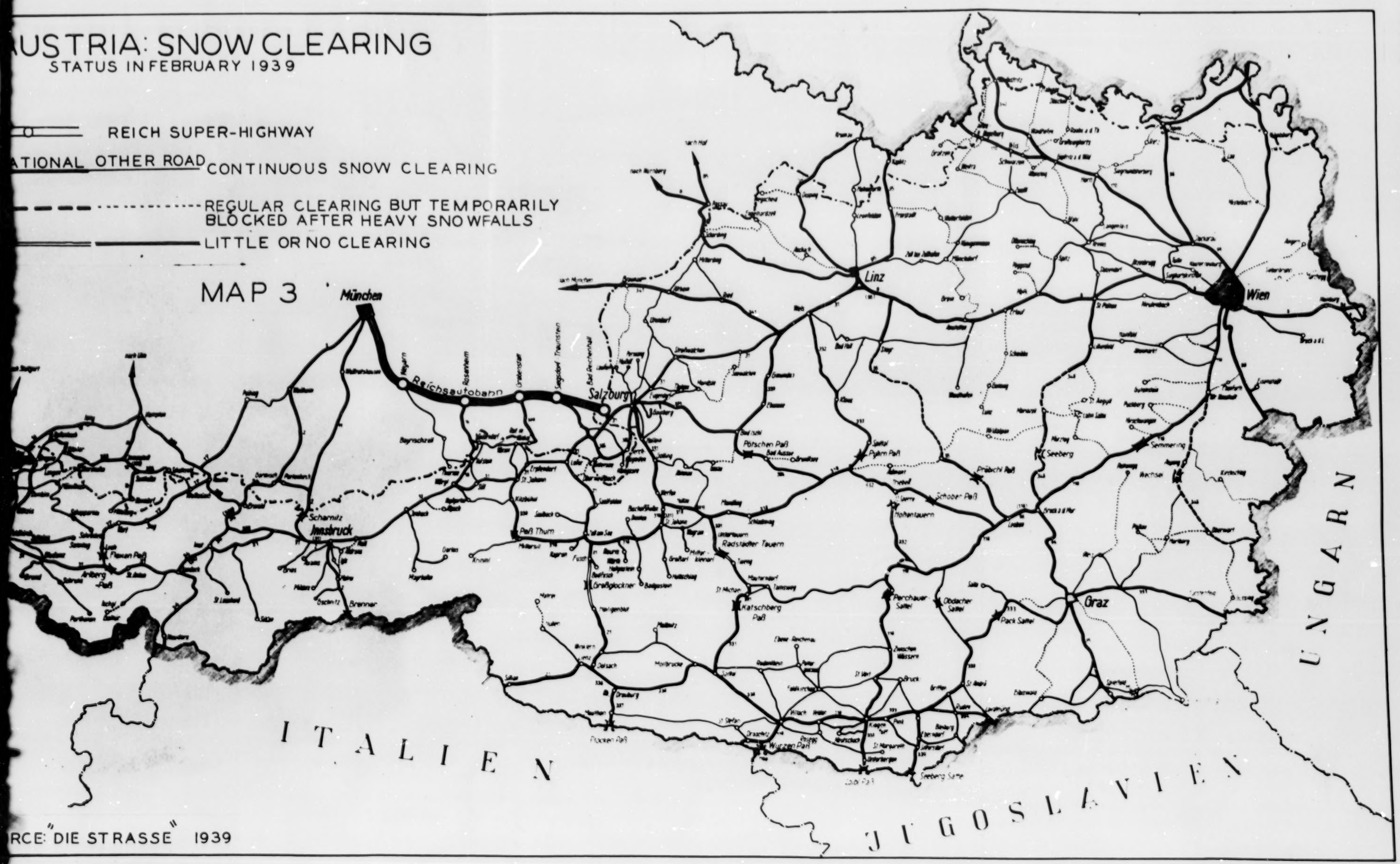
REICH SUPER-HIGHWAY

NATIONAL OTHER ROAD — CONTINUOUS SNOW CLEARING

REGULAR CLEARING BUT TEMPORARILY BLOCKED AFTER HEAVY SNOWFALLS

LITTLE OR NO CLEARING

MAP 3



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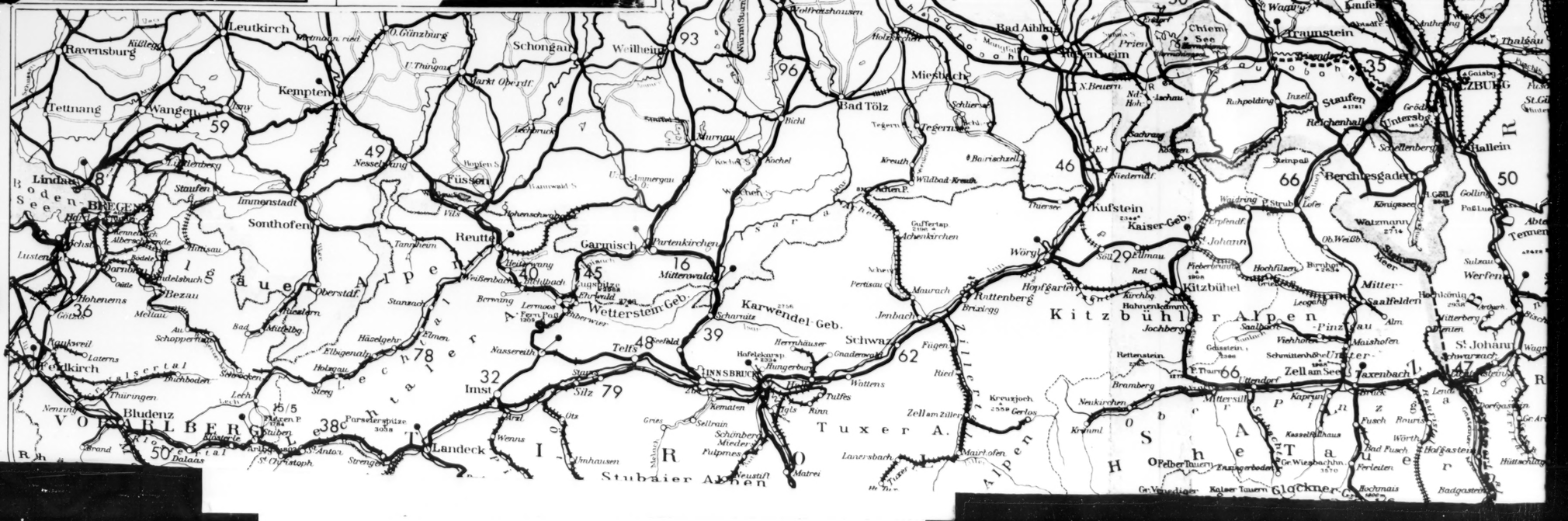
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sehr gut erhaltene Straße mit gewalzter Oberfläche	well kept road with rolled surface	très bonne, entretenue bien aplanie
mittelmäßig abwechselnd gut und schlecht (schwache Geleise, Rillen, Schlaglöcher)	middling, good and bad (weak furrows cross furrows, pot holes)	médiocre, de temps à autre bonne et mauvaise (ornières, passage étroit)
schlecht (tiefe Schlaglöcher, starke Geleise)	bad (deep pot holes, deep wheel furrows)	mauvaise (grandes ornières)
Baustellen in den Monaten April, Mai (soweit bekannt)	working on the road in the month of april and may (as known at present)	travaux en réparations pendant les mois avril et mai (autant qu'ils nous sont connus)
voraussichtlicher Zeitpunkt der Passierbarkeit der derzeit noch verschneiten Alpenpässe	most probable time for open traffic on the at present snowed up alpine passes	la date du passage des cols n'est prévue que de façon probable pendant la période des neiges
Fahrtrichtungswechsel	change of the driving direction	changez la direction
Entfernungen in Kilometern	Distances in km	distances en km
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